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*The Free Public Library*  
*in*  
*Maryland*

MARYLAND STATE PLANNING COMMISSION  
December - 1944

LIBRARY—COLLEGE PARK



*The Free Public Library*  
*in*  
*Maryland*



Report of the  
STATE-WIDE LIBRARY SURVEY COMMITTEE  
of the  
MARYLAND STATE PLANNING COMMISSION  
December - 1944

Publication No. 42

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The Johns Hopkins University  
Baltimore-18, Maryland

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## WHAT A LIBRARY SHOULD MEAN

In the library the community has a force potent enough to render more good to the populace than any single force or body I know. Unlike the church, it serves people of all creeds; unlike the school, its doors are open to people of all ages; its shelves are open to one and all regardless of race or worldly possessions. It can do more to educate the people, young and old, to help keep a democratic, representative government alive and to destroy hates and narrow thoughts than any other means known. For it is through the written word that is the library's stock in trade that the average human being better understands himself, his fellow men, his immediate surroundings, and the world at large. In increasing the facilities of its library the community enlarges its own viewpoint and its scope of understanding - the understanding by one and all of the involved factors that go to make up human existence, an understanding that will make the world a finer place in which to live.

(Contributed to the Forty-first Annual Report of the Washington County Free Library by a member of its Board of Trustees, Mr. R. S. Dillon, Jr., of Hancock, Maryland. Mr. Dillon is on leave while serving as a lieutenant in the United States Naval Reserve.)

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Director

December 1, 1944.

Honorable Herbert R. O'Connor  
Governor of Maryland  
Annapolis, Maryland

My dear Governor O'Connor:

I take pleasure in transmitting herewith a copy of a report prepared by the Commission's State-Wide Library Survey Committee.

The Committee, for the past two years, has studied the various problems associated with the library services throughout the State. Its findings and recommendations are summarized in this report.

The most significant conclusion is that public libraries have been afforded meager financial support throughout the State over a long and trying period. Even though there has been growing demand for increased facilities and library services in our urban and rural areas, library appropriations have trailed far behind expenditures for other public services.

If library service, particularly that available outside of Baltimore City, is used as an index of our cultural and social attainments, we have not progressed very far.

The program recommended in this study is indeed a modest one. It does not attempt to make up in a few years for the retarded growth of library services. It does, however, recommend a reasonable and logical start toward an essential and basic public program.

The Commission wishes to acknowledge its appreciation of your support and full cooperation in the development of this program.

Respectfully yours,

Abel Wolman, Chairman.





# MARYLAND STATE PLANNING COMMISSION



## STATE-WIDE LIBRARY SURVEY COMMITTEE

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C. O. Key, Jr.  
Mary Louise McDearman  
Adelene J. Pratt  
Richard B. Sealock

BALTIMORE, MARYLAND

October 17, 1944

Dear Dr. Wolman:

I have the honor to transmit to you herewith the report of the State-Wide Library Survey Committee appointed in September, 1941, by the State Planning Commission. In accordance with the instructions which it received from you at that time, the Committee has made a detailed survey of the situation in the State with respect to free public library service, particularly in the counties; and it has formulated recommendations for the improvement of existing public libraries and the extension of library privileges to those parts of Maryland in which they are now wholly lacking.

Consequently the report will be found to consist of two main parts. The first is a factual statement, supported by tables and charts, embodying the results of a survey which is somewhat unusual in that it is not the work of a single paid investigator but rather the result of the voluntary efforts of a group of persons already familiar with the problems of the library profession and the needs of the State of Maryland. The second part is a plan, evolved after much study and with the advice and help of experts, for a system of public libraries to bring to all citizens of the State the opportunities for culture and self-improvement afforded by a free public library.

Yours very truly,

*Eleanor W. Falley*  
Chairman

Dr. Abel Wolman, Chairman  
The Maryland State Planning Commission  
Johns Hopkins University  
Baltimore 18, Maryland



## PREFACE

To what extent are public libraries, with their varied facilities free and accessible to every citizen, available in the State of Maryland? The question is not unimportant. To answer it with some degree of accuracy, the inquiry upon which this report is based has been undertaken.

Library service is widely adaptable, bringing its cultural advantages alike to a village or to a large city. A few thousand well-chosen books, with the support of a larger central collection, can give to a small community the same kind of benefits that half a million volumes offer to the people of a city like Baltimore. Are those benefits so important that we should all be concerned if a considerable number of our fellow-citizens wholly lack them? We think they are, and for a number of reasons.

A free library is our best means of self-education. Children who have acquired the reading habit while in school can borrow from the library the books by which they can improve their equipment indefinitely. In this scientific and mechanical age, adults who have learned how to find and use the information to be got from books enjoy a superior chance of success in life.

A free library is a natural corollary to a free school. Teachers and pupils both need it in their school work; and school children ought to have, as an essential part of their education, access to good books out of school hours and during both long and short vacations. In a well-ordered community, the village school presupposes a village library.

The library is an important means of promoting good citizenship. A reading electorate thinks for itself and is not easily misled. We invent better machines much more readily than we improve our methods of government largely because as a people we do not know enough. Two or three specialists working alone can make a beneficent discovery in medicine or in applied science; but to realize ideals for living happily and prosperously together as a community or as a nation, all must work intelligently together.

These are fundamental matters. The place of recreational reading in human happiness and welfare is scarcely less so. The antidote for juvenile delinquency is a new and better employment for idle hours. The children's room in a free library and special care for the interests of young people are exceedingly good community investments.

These are some of the reasons why a survey of public libraries in the counties of Maryland has been worth making. Its results deserve the thoughtful attention of all who are interested in post-war plans for this State.

In this survey the Committee has enjoyed the cooperation of a number of persons to whom our grateful acknowledgments are due. In order that the Committee might have the benefit of expert advice throughout the project, Dr. Wolman early in the work on the survey asked Mr. Ralph M. Dunbar, Chief of the Library Service Division of the United States Office of Education and Miss Julia Wright Merrill, Chief of the Public Library Division and Department of Information and Advisory Services of the American Library Association, to act as official consultants. Mr. Dunbar has attended many of the meetings of the Committee and studied the subcommittee reports. His counsel has been

invaluable in reaching decisions at many points. Miss Merrill has attended one meeting and kept in touch by correspondence, making helpful suggestions from time to time. We are grateful to Miss Nora Beust, Specialist in School Libraries in the Library Service Division of the United States Office of Education, Miss Mary S. Wilkinson, Director of Work with Children, and Miss Mary N. Barton, Head of General Reference Department, both of the Enoch Pratt Free Library, and Dr. Lawrence V. Howard, Professor of Political Science in the University of Maryland, for their help along their special lines. The Committee has had the full cooperation of Dr. Thomas G. Pullen, State Superintendent of Schools, whose sympathetic interest and considered judgment have been appreciated. We wish to make particular mention of Miss Ethel M. Fair, Director of the Library School of the New Jersey College for Women, who gave her time and interest freely in order to make a survey of the central library agency. Her Survey of the Maryland Public Library Advisory Commission is discerning and thorough. It has proved a great help, not alone in considering the Commission, but also in drawing up related parts of the report.

The Committee wishes also the express grateful appreciation for the influence of the Maryland Library Association upon the whole undertaking. That organization appointed in 1940 the original Committee to inquire into the library situation in the State and has given continued interest and support since the project was taken over by the State Planning Commission. It has greatly furthered the work by paying the traveling expenses of the surveyors and the incidental expenses of Miss Fair's Survey. In this connection Mr. Paul Howard should be mentioned. He was the one member of the original Committee who had had

experience in surveying libraries. He guided the Committee in studying procedure, drew up the first form for our questionnaire, and gathered together a great deal of general material, all of which helped the Committee to get a start. It was a great loss to have him leave the State before the first year was over.

The Committee would be remiss if it did not express to the librarians of the State its appreciation of their generosity in giving their time to the checking of our questionnaires and of the courtesy and interest with which they received our members. We are grateful to the members of library boards who have met with the Committee or have been interviewed in their offices or homes. Without the whole-hearted cooperation which we have enjoyed, this report could not have been made.

Credit to printed sources is noted throughout the report. We are indebted to the publication departments of the University of Chicago and of the American Library Association for permission to quote from their works mentioned throughout the text. This does not adequately indicate the great amount of help we have had from McDiarmid, The Library Survey, Problems and Methods; Wilson, Geography of Reading; Wilson and Wight, County Library Service in the South; Miles, Public Administration and the Library; Joeckel, The Government of the American Public Library; and the American Library Association, Committee on Post-War Planning, Post-War Standards for Public Libraries. On all of these we have leaned heavily. Furthermore, our bibliography offers only a selected list of the many works we have found useful and does not give any full measure of the help we have had from the reports of the American Library Association and of other state library commissions and planning boards,

from state documents, and from other sources. Our work rests on the broad foundation already laid by librarians and related groups throughout the country, and our gratitude is theirs.

## THE HISTORY OF THE COMMITTEE

In September 1941, the Maryland State Planning Commission, an official body composed of Dr. Abel Wolman, Chairman, Mr. William L. Galvin, Dr. Robert H. Riley, Dr. Thomas B. Symons, Mr. Ezra B. Whitman and Mr. I. Alvin Pasarew, Director, desiring to ascertain the adequacy of the present library facilities in Maryland and to prepare a long-range program for their improvement, appointed a subcommittee for that purpose. They took this action at the suggestion of the Maryland Public Library Advisory Commission and in recognition and approval of the move previously made by the Maryland Library Association for a survey of the State from the point of view of library service.

As originally constituted the Committee named by the State Planning Commission included the following members:

Miss Eleanor W. Falley, Librarian of Goucher College,  
Chairman.  
Mrs. Marion E. Hawes, Head of the Department of Education,  
Philosophy and Religion, The Enoch Pratt Free Library.  
Mrs. Mary L. (McDearman) Holzapfel, Librarian of the  
Washington County Free Library.  
Miss Adelene J. Pratt, Director of the Maryland Public  
Library Advisory Commission.  
Mr. Richard B. Sealock, Head of the Department of History,  
Biography and Travel, The Enoch Pratt Free Library.  
Mrs. Louise C. Ferguson, Librarian of the Silver Spring  
Public Library and President (1939-41) of the  
Maryland Library Association.  
Dr. Earle T. Hawkins, Supervisor of High Schools for the  
State Board of Education.  
Dr. John C. French, Librarian of the Johns Hopkins University.  
Dr. V. O. Key, Associate Professor of Political Science  
in the Johns Hopkins University.  
Dr. Harold Benjamin, Dean of The College of Education in  
the University of Maryland.  
Mr. I. Alvin Pasarew, Director of the Maryland State  
Planning Commission.

In November of the same year Mr. Carl W. Hintz, Librarian of the University of Maryland and President (1941-1943) of The Maryland Library Association, and Mr. J. Willard Davis, Superintendent of Schools



for Talbot County, were added to the Committee. As the work progressed Dr. Benjamin and Dr. Key gave up active participation in the Committee, one joining the U. S. Army and the other entering government service. Mr. Sealock having accepted a position outside the State resigned; and Miss Margaret Barkley, Librarian of the State Teachers College at Towson, was added as a member.

The purposes for which the Committee was appointed were outlined by Dr. Wolman at the organization meeting on October 6, 1941, as follows:

1. To determine the available library facilities and the extent of their use by the people of the State.
2. To determine the deficiencies of the present library facilities as measured by predetermined standards.
3. To determine the means by which present facilities may be utilized to a greater degree.
4. To suggest minimum standards and requirements for rural and urban libraries.
5. To suggest a long-range library program which would provide basic essential facilities throughout the State
6. To recommend a long-term fiscal program to accomplish these and other objectives.
7. To formulate the necessary legislative program to put the recommendations of the Committee into action.

The Committee prepared a questionnaire to be sent to the librarian of every public library in the State and followed this by a survey of each library made in person by representatives of the Committee, with a conference wherever possible with a member of the library board. Each surveyor prepared a report upon the individual libraries surveyed. The information from the questionnaires was then tabulated and the findings interpreted. Subcommittees drew up summaries of the findings on various topics and prepared recommendations. The whole Com-

mittee discussed reports in progress; and recommendations were thoroughly reviewed before being given final form. Miss Ethel M. Fair, Director of the Library School of the New Jersey College for Women, was engaged to make a survey of the Maryland Public Library Advisory Commission and to make recommendations in regard to the future work of a central library agency in the State. By means of a briefer questionnaire sent to special libraries throughout the State, information was gathered about these collections, many of which, though not public libraries, give to their immediate communities some degree of library service. From its creation the Committee has held frequent meetings and has given careful attention to specific questions involved in the survey.

1)

## THE BACKGROUNDS OF THE PROBLEM

The important factors and conditions in the State which provide the ground on which libraries can grow and flourish are the geographic features, the distribution of the population in the area, the wealth and the social characteristics of the citizens, and especially the cultural and educational levels represented in the population . . .

Slightly over a million and three-quarters of people live in the State of Maryland on 9870 square miles of land. The population approximates that of Connecticut, of West Virginia, of Kansas, or of South Carolina. The area is twice as great as that of Connecticut and one-third as large as West Virginia. The land is marked by a conspicuously serrated shore line where bays and rivers penetrate, causing the land to lie like fringes over the edge of the invading water. This interlacing of shore line and water has created facilities for shipping and communication; and at the same time it has set up barriers to land communication from place to place. On the one hand the shore and water facilities determine much of the industry of the State; while on the other hand the water isolates areas, thereby developing a strong sense of independence and self-sufficiency in these regions.

The distribution of the population is characteristic of present day metropolitan regions with satellite or suburban communities, and the contrasting scattered population of remote sea coast or rural sections. The metropolitan characteristics are accentuated by

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1) This description of the population, governmental structure and geographical factors of the State is taken from Miss Fair's Survey of the Maryland Public Library Advisory Commission, pages 10 to 15.

the District of Columbia which injects itself and its suburbs into Maryland. The District together with the populous City of Baltimore and the governmental center at Annapolis, forms a triangle of dense population. Here are found closely related interests, common problems, insistent need for communication, and conspicuous implications for the future development of the State.

While the metropolitan districts of the central part of the State create large and influential political units, the suburban character of this area produces innumerable nuclei of population, incorporated and unincorporated, with many of the characteristics of small towns. Obviously the same small population units exist in the outlying counties where the total population is conspicuously less. This contrast of a very few extensive political units of large population (there are only three cities with more than 25,000 residents) and a carpet of small incorporated and unincorporated places covering the State will be found to be the prevailing pattern in most of the states of the Union. This is therefore a fundamental characteristic which must be considered in planning any state-wide service.

The wealth of the State reflects this geographic and political pattern, higher per capita wealth following in general the density of population where dominant industries are concentrated. Any service proposed for state-wide adoption must have sound economic backing. For this reason it is essential to inquire into the taxable wealth of the areas considered.

Maryland's average per capita income for 1942 was \$1,077. The average for all forty-eight states was \$852, Maryland ranking eighth from the top. Maryland can thus be said to be among the

wealthiest states in the country. The per capita assessed valuation of Maryland counties varies from \$583.28 in Somerset County to \$1,749.05 in Montgomery County, a ratio of 1 to 3.<sup>1)</sup> Two counties in the State have a total assessed valuation of less than \$10,000,000 and nine have less than \$20,000,000 . . . The total wealth and the per capita figure are lower in general in the less populous counties. The result naturally is a markedly lower backlog of financial resources in certain outlying districts.

Attention must be called to the character of the organization of the political units in the State. The pattern of the county predominates, except that the City of Baltimore, which contains nearly half the population of the State, is not "in" any county. In State governmental affairs Baltimore has the status of both a city and a county. It is the custom to speak (in and near Baltimore) of "the City" - meaning Baltimore and "the counties" - meaning all the rest of the State. The State is thus composed of twenty-four political units, the twenty-three counties and the City of Baltimore.

The county's political, legal, and administrative position is strong. In the most populous county - Baltimore (completely separate from Baltimore City) - there are no incorporated towns, all the functions and services of government being centered in the county seat. The large metropolitan area of the county, comprising considerably more than 100,000 population, will not be found listed in any census because none of it is incorporated.

In other counties there will be found incorporated towns, with their own tax rates and governmental setup for streets, lighting,

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1) State Tax Commission reports.

and facilities; but there are many towns and population centers of considerable size which are completely unincorporated and which, therefore, depend completely upon the county government for their management and their public services. It can be said that the county is often a tolerant foster parent and that centers have a large degree of freedom from government control.

In some parts of the State special districts have been created for special purposes. The metropolitan area of Washington, comprising parts of Montgomery and Prince George's counties, is under the Suburban Sanitary Commission, a cooperative organization formed to supply water, sewage disposal, and so forth to the metropolitan area adjacent to the District of Columbia. In addition to the incorporated towns and cities there are, in some counties, special areas which are taxed perhaps for just one service, such as fire protection or library service. And in some counties the tax rate varies from district to district, according to the metropolitan character of the district concerned. But in the greater part of the State, speaking geographically, the county is the all-important unit.

The popular temper, attitudes, and aims are influenced by the geographic, political, economic, and social characteristics indicated above. The metropolitan district offers a stimulus to trade; governmental interests centered in the District of Columbia and in Annapolis influence the thinking and behavior of thousands of local residents. The shipping and marine interests of counties around the bay set their stamp on the persons connected with these activities; while to the residents of Allegany County agriculture, mining, and railroads are important. There is evidence that there are rural areas

which are relatively untouched by the interests of the metropolitan region.

It is obvious that the educational level of the citizens of a state bears a direct relation to the use of any collection of<sup>1)</sup> reading materials. According to the United States Census of 1940 the median number of years of school completed by all the citizens of Maryland over 25 years of age is 8. The median for native white population over 25 years of age is 8.4 years and the median for Negroes of the same age is 5.8 years. The number of native white citizens over 25 years of age who have completed college is 45,535 or 5.6 per cent of this group. The number of Negroes over 25 years of age who have completed college is 2,120 or 1.3 per cent of this Negro group.

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1) United States Bureau of the Census. 16th census of the United States 1940. Population. Vol. 2, Part 3, p. 523.

1)

MARYLAND LIBRARIES BEFORE NINETEEN HUNDRED

In the matter of free lending libraries, the State of Maryland is heir to a distinguished tradition. The Reverend Thomas Bray, commissioned in 1695 by the Bishop of London to supervise the Anglican churches in the Colony, imported small parish libraries for the use of the clergy and - what is more significant - other lending collections known as "laymen's libraries". These were probably the first free libraries in the American colonies; and Dr. Bray, who also established with the help of Queen Anne a "provincial library" of more than a thousand volumes in Annapolis, antedates Benjamin Franklin as a promoter of popular reading.

Unfortunately, the wise foresight of Dr. Bray and of Governor Nicholson, who in 1697 tried in vain to induce the Assembly to vote a small sum for books to be added to the provincial library, did not prevail in the next century. It was not until 1795 that a subscription library was established in Baltimore on the pattern of Franklin's pioneer Library Company in Philadelphia. The venture was so successful that in five years the Company had three hundred subscribers and more than four thousand volumes. In later decades interest declined, and in 1855 the Company dissolved and its collections were transferred to the Maryland Historical Society, which had been formed in 1844 by a group of leading citizens.

In 1822 an "apprentice's library" was established in Baltimore, and out of it grew three years later the "Maryland Institute for the Promotion of the Mechanic Arts", founded by J. H. B. Latrobe and others.

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1) In this section use has been made, by permission, of "The Libraries of Maryland" by James W. Foster, a chapter in Kummer, Frederic A., The Free State of Maryland. . . Baltimore, 1942.



A somewhat similar project called the "Mercantile Library", begun in 1839 primarily for the benefit of the clerks in the business section of the city, later became something more like the earlier Library Company. In that form it survived, not without difficulty, until 1928.

In the latter half of the nineteenth century benefactions initiated by three prosperous merchants who owed much of their business success to Baltimore gave the City three important libraries. These men were George Peabody, 1795-1869; Johns Hopkins, 1795-1873; and Enoch Pratt, 1818-1896. Peabody, who after more than twenty successful years in the wholesale drygoods business in Baltimore had transferred his headquarters to London, founded the Peabody Institute, which was opened in 1866 with a school of music and a scholarly reference library as its main features. Johns Hopkins endowed a hospital and a university; and from 1876, when his university opened its doors, the Hopkins foundations have accumulated books until the university libraries now possess more than six hundred thousand volumes, including one of the country's notable medical collections. Enoch Pratt, who knew both Peabody and Hopkins, recognized the need of a type of library for which they had not provided. So he endowed and gave to the City the Enoch Pratt Free Library, opened in 1886 with a central building and four branches and now enjoying substantial municipal support and occupying a fine modern building in which and in its twenty-six branches it shelves about three-quarters of a million books.

The City thus has three major libraries which complement each other. The Peabody, with a quarter of a million books, supplies a unified reference collection which does not circulate; the Hopkins is a fully departmentalized university collection designed for research,

and the Pratt is a free public library from which, as Daniel C. Gilman remarked fifty years ago, any citizen, rich or poor, may take home his volume.

Elsewhere in Maryland, libraries for public use developed very slowly. There were tentative beginnings, such as a lyceum and library established in Salisbury in 1869, a circulating library promoted in Hagerstown by a woman's club from 1879 on, and a so-called mercantile library in Easton in 1895. Only one of these, that in Hagerstown, had become a successful public institution by the end of the nineteenth century. There the library of the "Thursday Club" grew by various benefactions into the Washington County Free Library, a progressive library which a few years later took the lead in the United States in serving outlying sections of the county by means of a book-wagon. In 1900 no other region outside of Baltimore even attempted adequate public library service.

## THE PRESENT SITUATION OF PUBLIC LIBRARIES IN MARYLAND

### Library Organization and Resources

Number and Distribution of Libraries. According to a report of the Maryland State Library Commission,<sup>1)</sup> there were in 1903 only three public libraries in Maryland maintained by the local government. These were the Enoch Pratt Free Library in Baltimore, a public library at Queenstown in Kent County, and the Washington County Free Library in Hagerstown. The developments of the next forty years have been summarized by Miss Fair in her survey as follows:

"Present-day public libraries established in towns, villages, and cities may be said to reflect the advice and recommendations furnished by the Maryland State Library Commission and its successors over the first forty years of this century . . . . The influences encouraging their establishment . . . . were chiefly civic-social. The possession of a collection of books had been associated during the nineteenth century with cultural groups. Literary societies, proprietary library companies, even ambitious tradesmen had their library societies. These organizations were disappearing. It was a natural move to look for something to take their place as a project for local associations or clubs as a civic step. The era of women's clubs was beginning. Nothing could be more appropriate than for these clubs to serve their communities and themselves by championing the establishment of libraries. The effect in turn gave vigor to the clubs. If no women's club made the move, some other organization frequently lent its efforts to the same end." 2)

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1) Annual Report, 1903. p. 2

2) Fair, Survey. pp. 16, 18

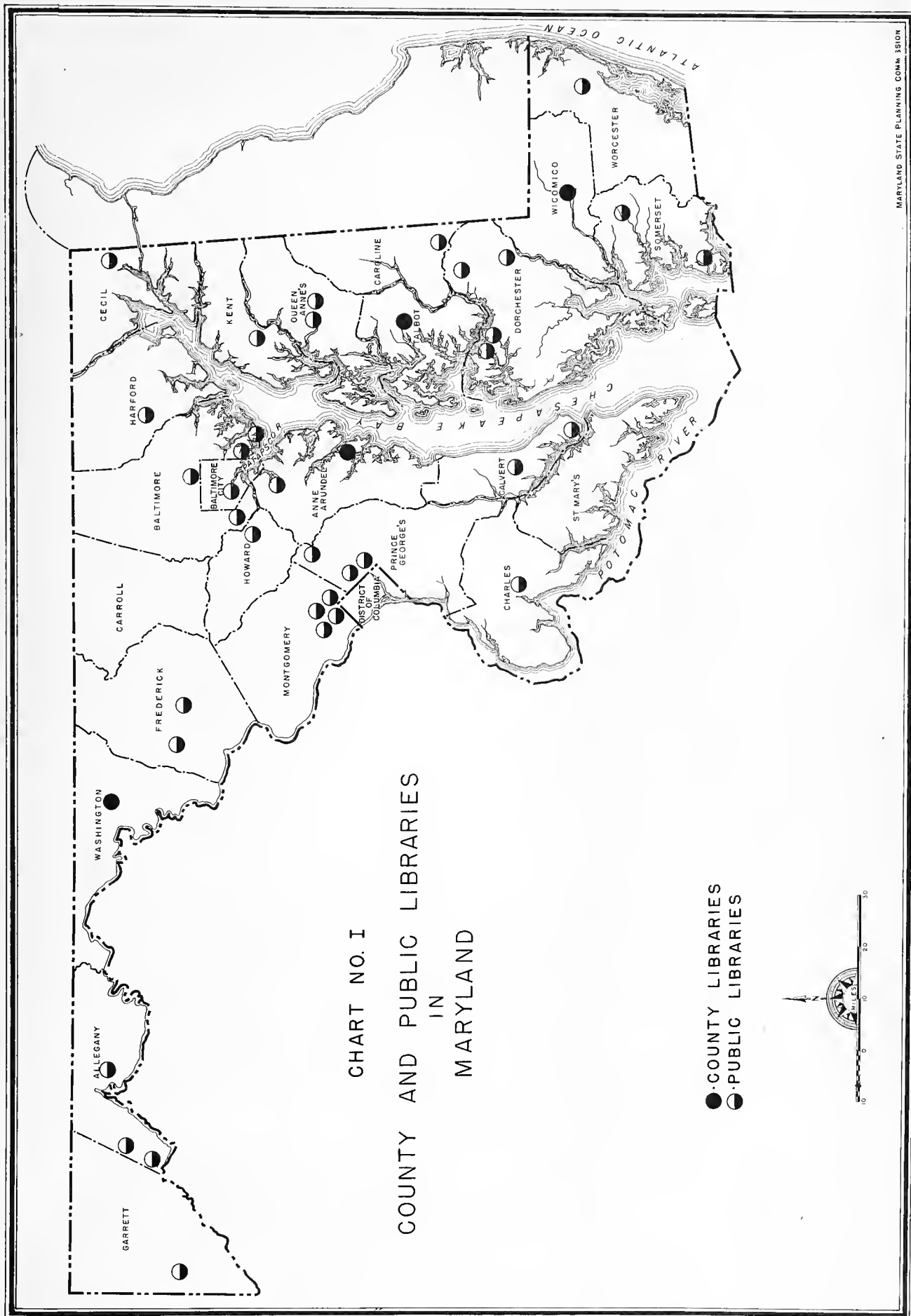
The Committee surveyed the libraries of the State in 1942 and 1943. The figures used in this report are of necessity of those years. As is natural, since that time there has been marked improvement in some cases and retrogression in others, none of which is shown here.

There were sixty-one libraries which it seemed necessary to survey. Of these, forty are free public libraries (See Chart I and Appendix I), and statistics regarding them form the basis on which the conclusions and the recommendations of the Committee rest. Four of these are county libraries - Anne Arundel, Talbot, Washington,<sup>1)</sup> and Wicomico. Thirteen are subscription libraries, since they charge<sup>2)</sup> more than thirty-five cents a year or its equivalent for services are not considered in this report. Many of these latter libraries, through restricted in scope, fill a real need in the smaller communities. Their existence is clear evidence of a desire for adequate library service.

- 
- 1) These conform to the definition drawn up by the Director of the Maryland Public Library Advisory Commission to the effect that a county library must as required by law  
"be in the county seat; may receive public funds up to 5 cents on the hundred; must give services free to anyone within the county; may establish branches in such places within the county as the demands of the people may justify; must have a budget of \$1,000, which is the minimum budget recognized by the American Library Association."
  - 2) The Library Service Division of the United States Office of Education calls institutions that charge a fee free public libraries if that fee is not more than \$1 for three years.

# CHART NO. I COUNTY AND PUBLIC LIBRARIES IN MARYLAND

- COUNTY LIBRARIES
- ◐ PUBLIC LIBRARIES



In addition, the Committee discovered that four libraries listed for survey are inactive and one has disbanded. One library reported to the Committee proved to be a Sunday school library, another a high school library, and still a third, which was known to be a woman's club library, returned no report.

As mentioned previously, the City of Baltimore is not in any county, and this report will concern itself almost entirely with the rest of the State - the twenty-three counties. Through the vision and munificence of Enoch Pratt and those who have carried forward the project launched by him in Baltimore in 1886, the City enjoys the services of what has come to be recognized as one of the finest public libraries in the country. In some charts and tables of this report, statistics will be given for the Enoch Pratt Free Library, for purpose of comparison; but in general that library will not be included in the analyses and recommendations of the Committee.

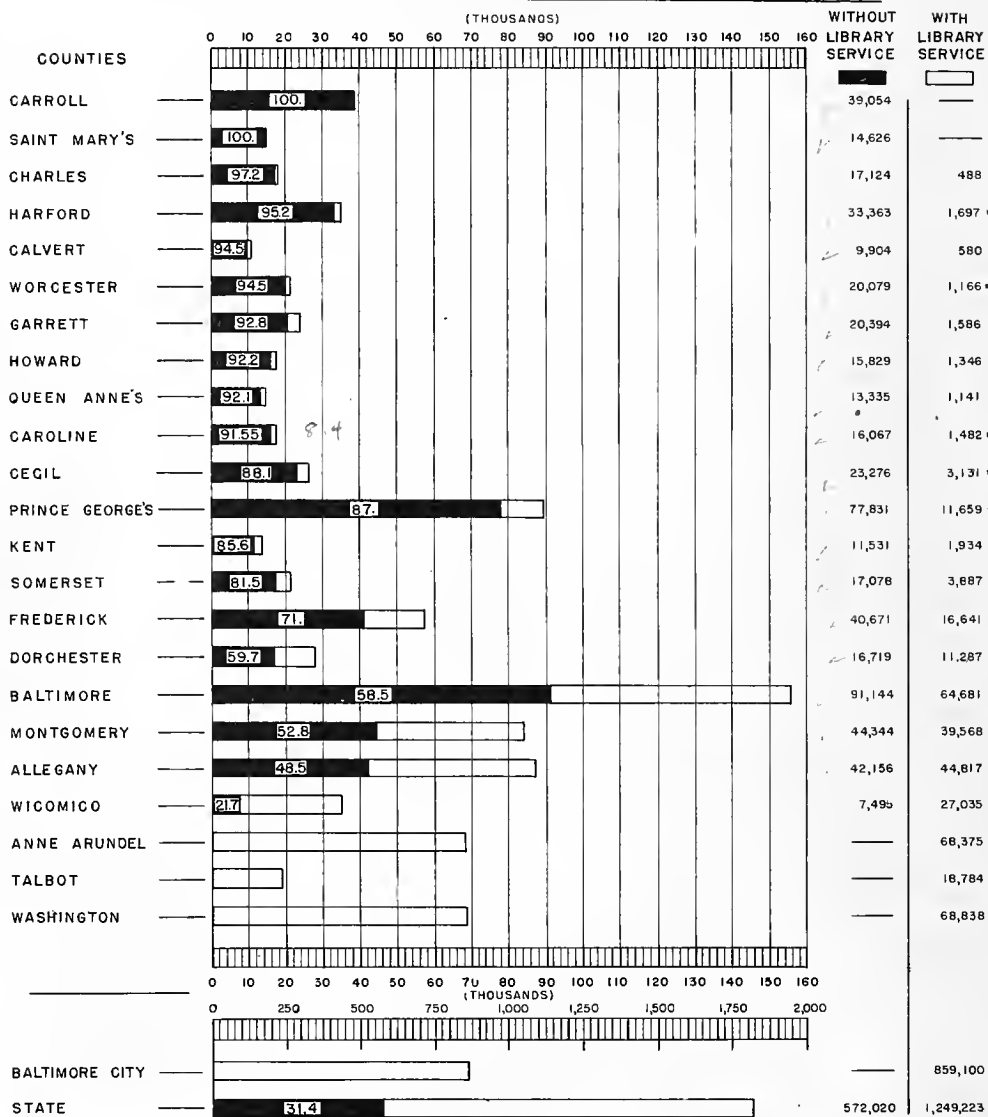
It is interesting to note that Maryland was a pioneer in the establishment of county libraries, and that Washington County boasts the first book-wagon in the country. The Talbot County Free Library, though much younger, has developed county-wide service. The other two, however, are as yet giving little service outside the county seat. Neither has branches, stations, or transportation facilities for offering county-wide service.

In her Survey Miss Fair has shown that library organization follows urbanization. If we disregard the counties which have county libraries and so presumably aim at county-wide service, the five most populous counties, which are also the five wealthiest, have 44.4 per cent of the libraries of the State. In two counties there are no active public libraries. In eight, less than 10 per cent of the population have access to public libraries, and in one, only 2.8 per cent are served (See Chart II). At the same time, one must remember that 47 per cent of the population of the State lives in Baltimore City, which possesses one of the best public libraries in the entire country. Even taking Baltimore City into account, in the State as a whole 68.6 per cent of the population have some library service and 31.4 per cent still have none whatever.

One weak spot is the service to Negroes. They number 301,931 and represent 16.6 per cent of the population of the State. Nearly 55 per cent of them live in Baltimore City, and these have, as a matter of course, the use of the Enoch Pratt Free Library. Of the 136,088 Negroes who live in the counties however, 93,688, or nearly 70 per cent, have no library service whatever. This figure would be increased slightly if it were possible to determine the number of Negroes in the towns of less than one thousand inhabitants and in four unincorporated towns of Baltimore and Montgomery Counties that offer them no services.

Maryland has four county libraries, three of which offer some service to Negroes; one offers none. In six other counties some libraries open their doors to Negroes; in thirteen counties none of the public libraries serve them. Two libraries in the counties have established branches for Negroes, and in two towns the Negroes themselves

# CHART NO. II TOTAL POPULATION BY STATE, COUNTIES & BALTIMORE CITY WITH AND WITHOUT LIBRARY SERVICE



\* WHITE ONLY



have, with commendable zeal, organized their own libraries.

In some places Negroes are quietly and efficiently cared for. Most libraries ignore them. In general, a group to which library facilities could be of the greatest value almost wholly lacks either opportunity or encouragement to use them.

Financial Support. The financial picture presented by Maryland libraries is not an encouraging one. The public libraries in the counties reported an income of \$107,371 (See Table I), or an average of 11.15 cents per capita. The range ran from zero in two counties to a high of 43.56 cents in one county. This contrasts with the income of \$581,820.51 in Baltimore City, or 67.72 cents per capita (See Table II). Baltimore City with 47 per cent of the population, expends 84.4 per cent of the total library income of the State.

There is no decided correlation between per capita assessed valuation in the counties and the per capita amount devoted to library service (See Chart III). The wealthiest county, on a per capita assessed valuation basis, ranked third in per capita library income; the second wealthiest, eighteenth; the third wealthiest, seventh. The county reporting highest per capita library income ranked seventh in per capita assessed valuation.

Almost exactly two-thirds (\$73,118.82) of library income in the counties came from governmental sources, i.e., from tax funds. Municipal authorities contributed 42.2 per cent and county authorities 25.6 per cent, or 68 per cent of the total income. The remaining 32 per cent came from gifts, income on endowment, and miscellaneous sources such as fines and charges for borrowers' cards. It is interesting to note that \$63,923.82, or 87.4 per cent, of public support

TABLE I  
SOURCES OF INCOME OF PUBLIC LIBRARIES IN COUNTIES

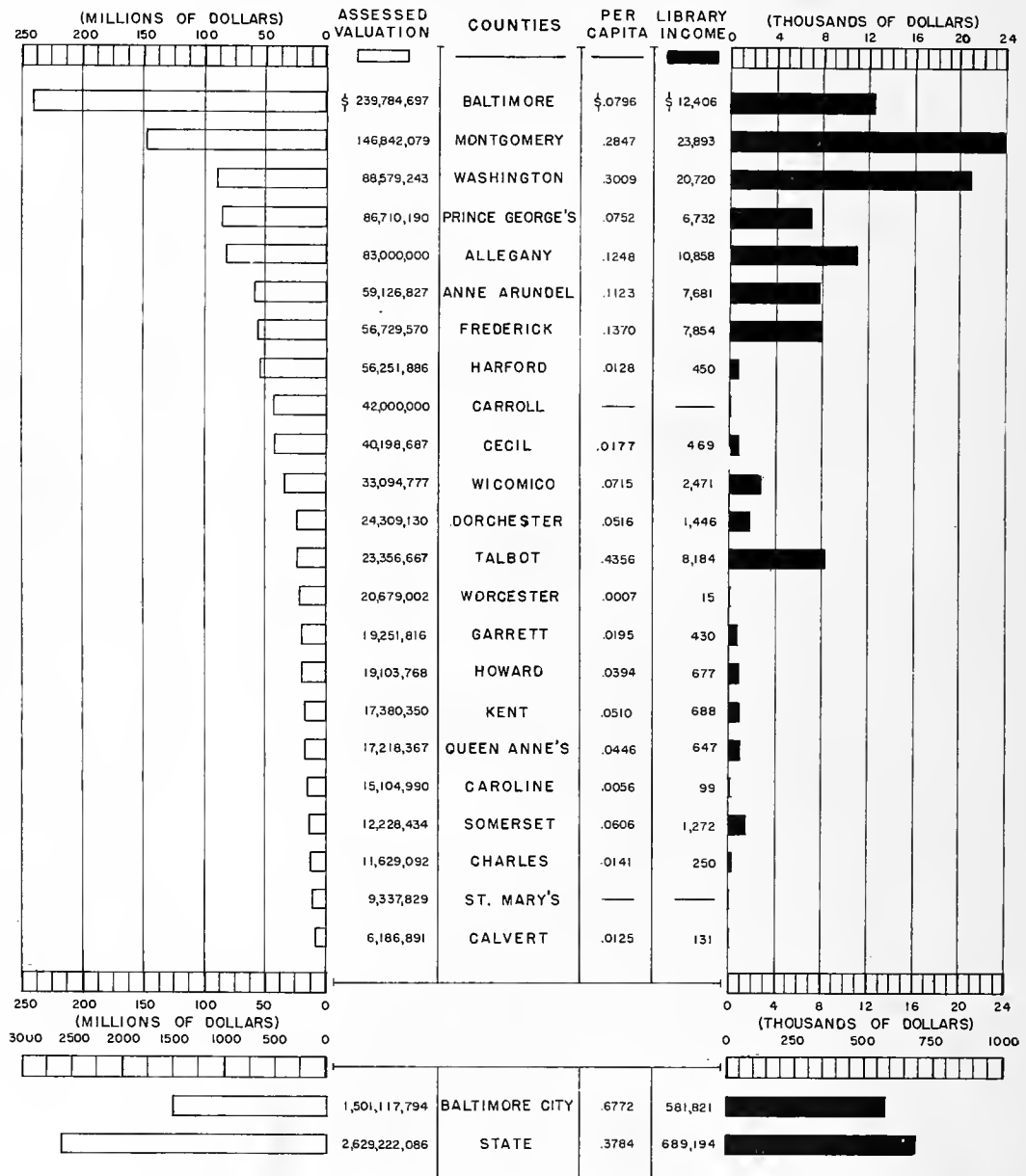
Library Code Number	Total Income	Income from Municipality or Special Tax District	Income from County
33	\$ ---	\$ ----	\$ ----
21	15.14	----	----
34	56.21	----	----
39	75.00	----	----
38	95.00	10.00	----
32	99.00	----	----
27	100.00	15.00	----
35	173.23	----	150.00
37	178.00	100.00	----
22	243.22	----	----
24	250.00	----	250.00
36	250.00	----	----
30	258.00	----	200.00
14	258.65	120.00	----
26	294.70	----	250.00
18	430.00	100.00	300.00
10	450.00	----	300.00
16	468.50	----	450.00
15	646.67	----	----
29	677.20	----	250.00
13	687.66	50.00	50.00
17	800.00	250.00	500.00
19	1,013.65	200.00	200.00
23	1,095.00	----	1,000.00
31	1,428.51	----	1,000.00
12	1,876.77	1,800.00	----
5	2,470.74	150.00	1,500.00
28	3,270.13	----	2,730.00
7	3,366.03	----	3,000.00
25	4,341.70	----	2,500.00
20	4,597.00	4,595.00	----
9	4,856.02	3,473.30	----
6	6,585.57	450.00	5,000.00
8	7,013.23	5,896.32	----
4	7,758.79	1,800.00	500.00
3	8,183.76	1,550.00	1,400.00
2	10,364.48	10,000.00	----
11	11,923.86	10,829.20	----
1	<u>20,719.58</u>	<u>4,200.00</u>	<u>6,000.00</u>
	107,371.00	45,588.82	27,530.00

TABLE II

THE INCOME OF PUBLIC LIBRARIES BY COUNTIES

County	Rank According To Per Capita Assessed Valuation	Rank According To Per Capita Income	Income Per Capita	Income
Montgomery	1	3	\$ .2847	\$ 23,893.11
Harford	2	18	.0128	450.00
Baltimore	3	7	.0795	12,406.37
Cecil	4	16	.0177	468.50
Kent	5	12	.0510	687.66
Washington	6	2	.3009	20,719.58
Talbot	7	1	.4356	8,183.76
Queen Anne's	8	13	.0446	646.67
Howard	9	14	.0394	677.20
Carroll	10			
Frederick	11	4	.1370	7,853.79
Worcester	12	21	.0007	15.14
Prince George's	13	8	.0752	6,732.42
Wicomico	14	9	.0715	2,470.74
Allegany	15	5	.1248	10,857.70
Garrett	16	15	.0195	430.00
Dorchester	17	11	.0516	1,445.93
Anne Arundel	18	6	.1123	7,680.57
Caroline	19	20	.0056	99.00
Charles	20	17	.0141	250.00
St. Mary's	21			
Calvert	22	19	.0125	131.21
Somerset	23	10	.0606	1,271.65
			<hr/>	<hr/>
			.1115	107,371.00
Baltimore City			.6772	581,820.51
				<hr/>
				\$ 689,191.51

# CHART NO. III TAXABLE BASIS AND INCOME OF LIBRARIES BY STATE, COUNTIES AND BALTIMORE CITY



was concentrated in twelve libraries.

Administration and Control. Before considering the organization of Maryland libraries as the Committee has found them, it will be wise to discuss the various methods of library government that are commonly employed. Carleton B. Joeckel's authoritative work, The Government of the American Public Library, distinguishes between the following types of public libraries:

1. Public libraries controlled by corporations and associations
2. School-district public libraries
3. Municipal libraries without boards
4. Municipal libraries managed by boards

In our consideration of government and control it would seem that this grouping might well be followed.

1. Public libraries controlled by corporations and associations.

The formulation of a brief and accurate definition for this group is difficult because of the great amount of variation among the institutions included. The terms "corporation" library and "association" library convey a fairly exact meaning to the librarian but are almost always used without precise definition in official compilations. The most essential distinction between these libraries and public libraries of other types lies in the fact that control and sometimes ownership are wholly or in part vested in a corporation, association, or similar organization which in itself is not a part of the municipal or other government. Frequently, though not always, there exists some form of contractual relationship between the corporation and the city, but this is not essential - at

least in any precise form. Finally, and this, though obvious, is of prime importance, regardless of what the legal organization of these libraries may be, they all render service freely to all citizens on precisely the same terms as public libraries under direct municipal control. Proprietary and subscription libraries, though performing useful services to their members or subscribers, are of course not included here.

Historically, libraries controlled by corporations and associations fall into two groups. Many trace their ancestry back to the predecessors of the public library; others were founded early and may be described as survivals of the strength and special interests of a past day. The other group is of a fairly recent foundation in states or cities where library development has been retarded and the government form is as yet in a somewhat transitional stage.

Both the establishment and the continued existence of libraries of this general type are specifically permitted and recognized by provisions in the library laws of many states. <sup>1)</sup> Maryland does not make specific provision in its general library law. Special legislation, such for example as that for Annapolis and Bethesda, recognizes this form of government and control.

It may be pertinent to draw a distinction between corporation and association libraries:

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1) Foutts, J. C., Ed. American Library Laws. Second Ed., Chicago, A. L. A., 1943.

a. In a corporation library the corporation is designated by law or character to constitute the body corporate and politic. These individuals then become the governing board of the library, and they and their successors actually are the library to all intents and purposes. The very nature seems to imply that such a body must be self-perpetuating.

b. In an association library the incorporated group is not the managing body but a larger group, usually designated as "The Association". The corporate powers vested in this body are exercised by a board of management elected by the members of the association, as at Annapolis and Bethesda.

It can safely be asserted that the associations have at some time played an important role in the development of public library service. However, history alone cannot justify their continued existence; consideration must be given to their present status and condition.

Corporation and association libraries are subject to certain defects. Annual membership meetings are usually poorly attended, which means in practice that the board chooses its own successors. Control is retained in the hands of a small but interested group, frequently not representative of the community served. In some cases, these libraries fail to enlist general community support or interest because of a feeling that the library is "exclusive".

## 2. School-district public libraries.

In this type of library, the school-district becomes the unit of library service rather than the city or other agency of local government. In some cases these libraries are administered by separate boards appointed by the school

district board of education; in others, they are administered directly by the school district board of education. There are no school district public libraries in Maryland at the present time and their establishment is not recommended. As a matter of fact, the unit of library service in Maryland would correspond to the county in any case as the school districts are organized on a county basis.

3. Municipal libraries without boards.

Municipal libraries without boards are seldom found. At the time of Joeckel's study only thirteen libraries in cities over 30,000 fell into this group. Of eighty-one commission cities in the United States only six had abolished the library board; of sixty-nine manager cities only six had done likewise; of one hundred and sixty-one mayor-council cities only one example was found. The lay board appears to have proved its worth and may be accepted as the ruling type.

4. Municipal libraries with boards.

"The common conception of the organization of the American public library, held by the ordinary citizen and the specialist in government alike, revolves about an institution attached to the municipality and managed by a special board. So widespread is this general view that explanation is always necessary whenever a library is not of this type." 1)

The municipal public library of this type may be a department of the municipal government administered under the direction of a board or it may be related to the local

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1) Joeckel. Government of the American public library. p. 170



government through the appointment of its board. In any case, there is a definite legal connection between the library and the municipality, although the difference between some of the libraries classified here and some of the corporate libraries previously discussed is sometimes slight.

The governing board has more less complete authority over the library. For this reason the question of appointment and control is important. The following methods of appointment are in use:

- a. Self-perpetuating
- b. Election by popular vote
- c. Appointment by more than a single authority
- d. Appointment by some authority other than the governing body of the city
- e. Appointment by the chief executive of the city or by the council, commission, or other governing body, or by the council upon the recommendation of the mayor

The first four methods listed above are preferred by some because of possible bad consequences of vesting the power of appointment in the hands of the city government. However, all told, they account for about one-fifth of the larger American cities and a somewhat larger proportion of the smaller places. The great majority of library boards are appointed under the fifth method listed above.

#### County Library Organization.

In general, county libraries present no new types of organization essentially different from those of the municipal public library. The county library system is more completely controlled by state laws than are municipal libraries because most American counties are still

organized under state laws.

County libraries fall into two main groups - those administered under the direction of library boards and those administered directly under the county commissioners. The county laws of thirty-one states provide for the first method and only three for the second.

The county commissioners or other governing body of the county usually appoint the library board.

#### The Government of Maryland Libraries.

One of the basic tenets of public administration is that every institution or organization should have a sound foundation in law. A valid conclusion from the Committee's surveys would appear to be that this dictum has been honored in the breach rather than in the observance so far as Maryland libraries are concerned.

1)

According to Joeckel the legal basis may be any one of the following methods or, indeed, a combination of several methods.

1. General state library law
2. Special library law
3. School code or other state law
4. City charter - home rule or special law
5. City ordinance
6. Special library charter

2)

1. The State of Maryland has a general state library law.

This law provides for the organization of public libraries on the part of counties and municipalities, by action of the county commissioners or legislative authority of the municipality respectively. In either case provision is made for the appointment of a board of directors by the government authority. Furthermore, the organization and

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1) Joeckel, op. cit., p. 73

2) Annotated Code of Maryland, 1939 ed. Article 77. Chapter 15.

duties of the board are set forth as well as permission to levy a tax for the support of the library. On the basis of the surveys it appears that there is only one library in the State which might be regarded as having been organized under this law.

2. A special library law is one which applies to a single library. Special legislation is decreasing in popularity in favor of the general enabling act, not merely for libraries but for all types of organizations which look to the law for their basis. Nevertheless, in fairly recent years the libraries in Annapolis, Bethesda, and Silver Spring have secured special legislation providing for their support. There may be others in the State, but these three are outstanding examples.

3. Presumably there are no public libraries organized under the school code.

4. - 5. The city charter may specifically mention libraries or merely imply that the city may organize them. Baltimore is the only home-rule city in Maryland, which means that the charters of all other cities must be granted by the legislature and cannot be changed without action by that body. Unless specific provision is made in the charter for a library, one could be established by city ordinance, provided, of course, that the charter permitted the passage of ordinances of this character.

6. A library that has its legal basis in a special charter is one which has received its power to organize from the

state legislature. The Washington County Free Library is an example of the type of organization.

In the selection and appointment of members of library boards in the counties of Maryland there is wide diversity. The following table summarizes present practice:

<u>Method of Appointment</u>	<u>Number of Libraries</u>
By an association	12
By self-perpetuating board	9
By popular vote at an open meeting	3
By government authority	2
By other methods	4
Not specified in questionnaire	8
No board - Librarian responsible to Town Manager and Director of Adult Education	<u>1</u>
	39

It is interesting to note that although thirty-three libraries in this group receive some public funds, in only three cases is the governing authority responsible for the appointment of the board or for the government of the library. This is true even though the bulk of support comes from municipal or county authorities.

It is safe to say that the public library in Maryland is not generally thought of as an integral part of local government, either municipal or county.

The composition of library boards in Maryland is shown in Table III. For purposes of comparison the grouping employed is that used by Joeckel<sup>1)</sup> which shows 43 per cent in the professional group as opposed to our 21.2 per cent, 7 per cent in the financial group as opposed to our 3.1 per cent, 24 per cent in the manufacturing and busi-

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1) Joeckel, op. cit., p.239.

TABLE III

OCCUPATIONS OF LIBRARY BOARD MEMBERS (282 individuals)

Vocation	Men	Women	Total	Per Cent Of Total
Professional			60	21.3
Lawyers, judges	18			
Teachers	13	8		
Clergymen	2			
Journalists	4			
Physicians	3			
Librarians	1	4		
Other Professions	4	3		
Financial			9	3.2
Bankers	9			
Manufacturing and Business			27	9.6
Real Estate	4	1		
Insurance	3			
Miscellaneous Business	18			
Builders	1			
Miscellaneous Vocations			186	65.9
Housewives		96		
Government Service	7			
Retired	5	3		
Farmers	2			
Clerical Service	2	9		
Railroad	1			
Club Women		3		
Not Specified	6	52		

ness group as opposed to our 9.8 per cent, and 26 per cent in the miscellaneous group as opposed to our 65.9 per cent. It should be noted that women form 63 per cent of Maryland boards and housewives 33 per cent. By and large it would seem that Maryland boards are fairly representative. The lack of dominance by any one profession or group is praiseworthy; the meagre representation of manufacturing and business groups is perhaps unfortunate.

In the size of the library board the variation ranges from a board of one member in three libraries to one library governed by a board of fifteen. The number most often found is nine members, a plan followed by ten libraries; and the second choice is four members, a type preferred in seven libraries. In sixteen cases members are appointed for one-year terms, in three cases for three years, in two cases for six years, and in four, for life. No information is available as to the length of term in sixteen cases.

Library Staff. No comparable public service in Maryland is carried on so extensively by volunteers or by staffs not professionally trained as are libraries. Nor is there any professional group receiving less adequate salaries for service rendered and training required.

The libraries of the counties are manned by some fifty-three full-time and seventeen part-time librarians and about fifty volunteers. Complete information on training is lacking but twelve librarians have library school degrees, twenty-five are college graduates, three have had some college training, six have taken summer courses, three some other part-time training, and nine are high school graduates. The high caliber of volunteers is noteworthy.

Ten libraries outside of Baltimore approximate a full-time schedule, with hours open ranging from thirty-five to seventy-two, the staff working from thirty-five to forty-two hours a week. Chief librarians who are college graduates, nearly all with library school degrees in addition, receive salaries ranging from \$1,200 to \$2,520. Only three exceed \$2,000. Salaries for these positions, according to American Library Association standards, should be from \$1,500 to \$3,600. In six other libraries, with head librarians working half time or more, salaries range from \$500 to \$1,020. Even taking into account lower living costs in smaller cities and towns, librarians appear to be very much underpaid for what is demanded of them. Library boards might well ponder upon the statement: "As is true in business, the executive officer will be a major investment and the salary paid will consume a great proportion of the annual income; but with a wise leader in control all expenditures will pay dividends." <sup>1)</sup>

Assistants on full time receive from \$600 to \$1,440. The majority of the libraries are open only a few hours a week. A few are manned entirely by volunteers and in others only small amounts are paid. In general, libraries are inadequately staffed and dependent on volunteers for much of the clerical work and some or all of the professional activities. This is the crux of the library problem in Maryland. Many libraries are doing a creditable job, but they cannot fulfil their true function in the community without adequate, well-trained staffs receiving salaries commensurate with the training and other qualifications demanded. Though there is a wide gap in salaries and qualifications between the present status of librarians and well-

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1) Mosher and LeFevre. The Small Public Library. p. 22.

recognized standards, it is not too wide to bridge. If one considers the progress which has been made in the last ten years, these standards do not seem too high to be attained.

Assuming that the total library budget is reasonably adequate, it is commonly agreed that salaries should represent fifty-five per cent of that total, though other factors may affect the local situation. Of the seventeen libraries with budgets over \$1,000, the range of percentage is as follows:

<u>Range of salaries</u>	<u>Number of libraries</u>
Salaries amounting to 56.1 per cent of the budget	1
Salaries from 40 to 50 per cent of the budget	5
Salaries from 30 to 40 per cent of the budget	9
Salaries from 25 to 30 per cent of the budget	2

Such provision as exists in Maryland for the training of members of a library staff is limited to specific fields. The Enoch Pratt Free Library in Baltimore maintains a training school for its own librarians, but has no program for enrolling students other than those whom it needs for its own services.

At Western Maryland College in Westminster there is a Department of Library Science, which is operated in connection with the School of Education for the training of high school teachers. The department is set up solely for the training of young men and young women who are likely to be full-time or part-time librarians in various high schools in the State. It is not a library school as such and does not purport to train librarians except for work in high schools.

Since most high schools in the State at the present time employ part-time rather than full-time librarians, the work of the



department is set up to offer normally a minor in library science during the regular college year. Students who wish to qualify for a certificate as full-time librarians by completing thirty hours in library science sometimes finish the necessary requirements by returning for summer-school work. In addition, many teachers in service come in for the summer-school courses alone and complete the requirements either for a certificate as teacher-librarian or for a certificate as full-time high school librarian.

Book and Periodical Collections. A major requirement for adequate library service is a well-selected book collection "large enough and live enough to meet a wide demand from many types of readers." Vocational information for the worker, data for the business man, self-help books for home study in many fields, guidance for parents, local history, local, national and international affairs should be represented as well as recreational reading. The book stock "must reflect the five basic objectives of the public library - education, information, aesthetic appreciation, recreation, and research - and the important areas of concentration of library effort in post-war America - adult education, service to the citizen, vocational education, the American home, service to young people, and service to children." <sup>1)</sup> The training and skill of the librarian is nowhere more evident than in her ability to analyze community needs and to discover the books which will meet them. The librarian must be constantly alert to maintain a backlog of the basic books in various fields of knowledge and interest along with a live collection of currently use-

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1) American Library Association, Committee on Post-War Planning. Post-War Standards for Public Libraries. p. 67.

ful materials.

Measured by these standards, many of the library collections in the counties, composed as they are chiefly of light fiction and of gifts no longer wanted in a home library, meet none of the objectives of the modern public library. That the people do want books is evident in the commendable effort of volunteers in many places to stock and run a library. The effort all too frequently falls far short of answering the need. What can the nine libraries do with book budgets of less than \$100 a year? Ten others made no report of amounts spent per year; six have less than \$500.

A comparison of the percentages of the whole library budget that are spent for books will necessarily be inexact, since some libraries have rent-free quarters and some receive regular gifts of needed books; but the statistics are revealing. Of the seventeen libraries that had annual general budgets of more than \$1,000, inadequate as their resources were, seven spent at least twenty-five per cent for books; and the book funds of the entire group ranged as follows:

<u>Annual Expenditures for Books</u>	<u>Number of Libraries</u>
More than \$4,000	1
Less than \$4,000 and more than \$3,000	2
Less than \$2,000 and more than \$1,000	5
Less than \$1,000 and more than \$500	5
Less than \$500	3
Making no report	1

We may admit at the outset that the small library cannot and should not attempt to maintain a so-called well-rounded collection. The citizen in the smaller community must look to some central reservoir of books for many of his interests. His local library can be expected to contain largely the currently useful books, the best of current fiction

and non-fiction, a small reference collection, and a good selection of children's books. The number of children's books will vary according to the adequacy and extent of the related school library collection. Authorities agree that at least six thousand volumes are required to meet these needs in even the smallest community. Twenty-four out of thirty-nine Maryland libraries fail to reach this figure. Even fewer reach it if we consider the suitability of the titles in many collections.

The book collections of the public libraries of Maryland outside of Baltimore range from 502 volumes in a town of less than five hundred population to 36,297 volumes in one of our larger cities. As to the number of volumes owned, the libraries are grouped as follows:

<u>Number of volumes</u>	<u>Number of libraries</u>
More than 20,000	3
More than 10,000 and less than 20,000	4
More than 6,000 and less than 10,000	8
More than 2,000 and less than 6,000	12
More than 1,000 and less than 2,000	6
Less than 1,000	2
Making no report	<u>4</u>
	39

Ten libraries supplement what they recognize as an inadequate book stock by borrowing at regular intervals boxes of books from the Maryland Public Library Advisory Commission. Most borrow single works to meet special requests.

In ten communities, the public library, small as it is, is the only source of reading materials.

The number of volumes does not tell the whole story. The comments of surveyors suggest that several libraries have their shelves cluttered with well-meant gifts which are neither attractive nor useful.

Per capita figures also prove an unreliable measure for this reason. A relatively high figure, 3.56 books per capita, belongs to a library which is mostly fiction; 5.2 to one in which the best books are discards from the Newark (New Jersey) Public Library; while two with better than average collections have .12 and .595 books per capita.

Another important consideration is the regular revision of a collection. Since "the public library book collection should be conceived as a living and changing organism, subject to the inevitable processes of obsolescence, wear and tear, and loss",<sup>1)</sup> it must be weeded regularly and kept in good condition by binding and by frequent replacement of worn copies. Sixteen libraries attempt to do this. Several others would be improved by drastic pruning.

To meet a variety of community needs beyond recreational reading, from fifty-five to sixty per cent of the adult collection should according to American Library Association standards, be non-fiction. Six libraries meet this requirement, and six others, having from forty to fifty per cent of non-fiction, come measurably near to it. Juvenile books, it is commonly agreed, should comprise from twenty to twenty-five per cent of the total. Fourteen libraries reach this standard statistically, though in some the choice of books has been poor and the collections are in bad condition.

Statistics as to the size and character of the book collections in Maryland public libraries outside of Baltimore are shown in Table IV, the libraries being arranged in order of size and indicated

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1) American Library Association. Committee on Post-War Planning. Post-War Standards for Public Libraries. p. 69.

TABLE IV

BOOK STOCK<sup>1</sup>

Library Code Number	Cataloged	Needed	Book Stock	Adult Fiction	Adult Non-Fiction	Percent of Non-Fiction of Total Adult Books	Juvenile Books	Percent of Juvenile Books of Total Book Stock	Number of Volumes Added Previous Year	Amount Spent Previous Year for Books
1			36,297	8,812	18,764	68.	8,721	23.7	3,380	\$ 4,345.11
2			27,247	9,248	8,291	47.27	9,708	35.63	2,612	3,383.11
3			20,138	8,767	6,371	42.84	4,800	23.8	1,692	
4			14,628	5,598	7,326	56.69	1,704	11.65	984	1,220.52
5			13,000							470.49
6			11,877	5,783	4,109	41.54	1,985	16.71	1,191	994.10
7			10,000	4,774	2,726	36.21	2,500	25	1,500	739.323
8			8,930	2,930	2,600	47	3,400	38	1,371	1,985.25
9			8,417	3,100	2,640	46	2,688	32	1,370	1,326.10
10			8,000							
11			7,979	2,350	2,800	54.37	2,675	33.52	2,494	3,405.35
12			7,751	3,900	2,408	38.17	1,443	18.61	273	614.68
13			7,263	2,976	2,724	58	1,563	21.52		
14			6,000	largely			950	15.83	241	72.00
15			6,100	3,957	968	19.7	1,175	19.26	225	103.67
16			4,997	2,847	1,500	34.5	650	13.00		10.34
17			4,632	2,795	731	20.73	1,106	23.87	120	fine and rental money
18			4,107				865	21		68.40
19			4,169				556	18.66	816	151.23
20			3,516	1,183	1,677	58.63				1,153.07
21			3,000				500	16.38	668	121.10
22			3,052				30 per cent approx.		384	735.003
23			3,000							
24			2,730	1,930	400	17.16	400	14.65	225	122.78
25			2,645	1,020	887	46.51	738	27.9		992.003
26			2,850	mostly			705	24.73	17	64.64
27			2,000	1,025	675	40	300	15	175	
28			2,027	6462	826	56.11	555	27.38	1,000	1,066.84
29			1,941	1,123	635	36.4	183	9.43	425	321.28
30			1,800	980	300	23.44	520	28.8	100	36.96
31			1,500	1,050	150	12.5	300	20	300	50.00
32			1,500	1,400	very few		100	6.66	100	
33			1,000				none		182	24.96
34			568	472	96	16.9	50	10	116	40.41
35			502							
36			no report							
37			no report							
38			no report							
39			no report							8.35

1) In several cases figures are approximate only.  
 2) Collection supplemented by long-term loan until stock was built up.  
 3) Includes money spent for periodicals.

by a code number.

In order to measure objectively the quality and range of the book collections, it was decided to ask the librarians to check the Buying List of Books for Small Libraries, compiled by Marian Horton. The Committee is well aware that no one list can give an entirely accurate estimate of the collection in every library. A relatively new library, still in the process of building up its basic book stock, will not show up well on the Horton list; yet it may have an above-average collection of more recent books. An older library may have a good proportion of standard books and lack new books fitted to present-day needs or new community interests. However, it seemed wise to try to get a comparative objective picture of the holdings of all Maryland libraries, and since the Horton list is widely recognized as a basic buying list for smaller libraries, it seemed the most satisfactory measuring instrument to use. Incidentally, only eight libraries had copies of it in their reference files. Twenty-six libraries checked the list. The holdings are shown on Table V. Normally the larger libraries will have a greater percentage of the titles in the list; but other factors being equal, those collections having less than twenty per cent are probably not able to serve varied community needs. About half of the libraries make a creditable showing in numbers and in selection. Subjects most often neglected are language and philology, religion, fine arts, and the social sciences. The weakness in the social sciences is unfortunate when we realize how much we need enlightenment on current problems if our post-war problems are to be intelligently solved.

Only five libraries maintain pamphlet collections and six have picture files.

TABLE V  
LIBRARY HOLDINGS IN THE HORTON LIST

Library Code Number	Percentage of Titles Held	Percentage of Adult Fiction	Percentage of Adult Non-Fiction	Percentage of Juvenile Books
2	64.85	84.87	53.26	77.91
1	63.48	85.49	48.29	83.98
9	52.35	69.33	39.51	70.87
8	46.75	75.00	27.70	71.84
3	46.69	70.37	31.12	66.74
11	45.50	66.35	25.95	77.67
4	42.54	74.38	28.87	51.45
12	40.10	42.59	28.97	65.77
6	36.10	75.30	21.70	41.01
5	31.40	76.54	18.53	27.91
20	24.98	28.08	18.63	38.34
7	21.46	49.38	11.70	23.78
25	18.17	33.02	10.92	24.51
23	15.10	40.74	6.14	17.23
15	14.02	41.97	6.43	10.92
10	12.54	41.35	4.87	8.98
16	12.43	41.35	3.80	11.16
14	10.10	39.19	2.04	7.28
19	9.99	31.17	3.41	9.70
30	9.82	30.24	3.60	9.22
27	7.43	24.38	2.43	6.79
28	7.15	12.34	2.53	14.56
24	6.92	25.90	1.93	4.36
21	6.64	20.67	1.75	7.76
35	2.61	8.95	1.07	1.00
34	.0009	4.60	1.20	1.00

Note: Thirteen libraries failed to report their holdings.

## REFERENCE COLLECTIONS

The value of a library to a community as a center of information is not always realized. Business men have been able to save thousands of dollars through the use of information in various statistical studies which the trained librarian knows how to make available. The wide variety of problems for which people write to the newspapers for help can often be solved through information in a library. Material for talks, sermon aids, house repair, child-behavior difficulties and question of etiquette are examples. Two factors determine the ability of a library to serve its citizens effectively in this way; an adequate collection of reference books and a librarian skilled in their use. In order to measure the reference collections in Maryland libraries, Miss Mary N. Barton, Head of General Reference Department, Enoch Pratt Free Library, Baltimore, was asked to compile a checklist. The choice of titles was based upon the needs of the smaller library, which can buy out few books. Few highly technical or specialized titles were included. It is recognized that reference work draws upon practically the entire book and periodical collection and reference needs in some fields will usually be met through the use of text-books or other books in the general collection. The complete list (a copy of which is in the Appendix) numbered ninety-nine titles, but in several cases alternate titles were suggested. These were counted as one, reducing the number to seventy-five. Seven of the better equipped libraries had several of the alternate titles; that is, they had more than one dictionary or encyclopedia or book of quotations.



Thirteen libraries did not check the list. Comments by surveyors indicate that in most of these there were no reference books except perhaps an old encyclopedia or dictionary. Only nine libraries of the twenty-six reporting had at least half of the seventy-five possible titles; the largest number of holdings being sixty-two. If we add to these the four libraries having between twenty-five per cent and fifty per cent of the selection, we discover that only thirteen libraries outside of Baltimore are reasonably well equipped for their important function as centers of information. Of the ten titles which might be termed basic, only twelve of thirty-nine libraries had as many as seven. Complete tabulations are to be found in Table VI.

Certain books are as indispensable to the librarian in searching for information or in selecting books as are tools for the carpenter. These are included in Sections III (eight titles) and IV (fourteen titles) of the Barton List. Only nine libraries had five or more of the former and only six had at least half of the latter; eight had none in Section III, and seven had none in Section IV. The tools most often found were the Booklist, the Children's Catalog, the American Library Association Catalog, 1926, Mudge's Guide to Reference Books; and Wilson, Standard Catalog of Public Libraries.

Table VII, showing the frequency with which titles are found in the libraries of the counties, has some surprises. One does not expect to find quotations heading the list or gardening so close to the top. A library having only one reference book has a gardening encyclopedia.

TABLE VI

LIBRARY HOLDINGS OF REFERENCE BOOKS FOUND IN THE BARTON LIST

Library Code Number	Total Hold- ings	Percent- age of Total List	Number in Sec- tion I (10 titles)	Percent- age of Section I	Number in Sec- tion II (43 titles)	Number in Sec- tion III (8 titles)	Number in Section IV (14 titles)
2	62	82.66	8	80	36	6	12
4	60	80	9	90	33	8	10
11	55	73.33	9	90	30	5	11
1	51	68	7	70	29	5	10
9	50	66.66	8	80	28	8	6
8	48	64	8	80	26	7	7
6	44	58.66	8	80	23	5	8
20	44	58.66	9	90	22	5	6
3	38	50.66	8	80	20	6	4
5	33	44	8	80	21	2	2
25	27	36	3	30	15	3	6
12	27	36	7	70	14	3	3
7	19	25.33	7	70	11	0	1
28	18	24	5	50	7	5	1
17	13	17.33	3	30	8	1	1
15	9	12	2	20	4	1	2
19	6	8	2	20	4	0	0
23	5	6.66	3	30	2	0	0
26	4	5.33	1	10	2	0	1
21	2	2.66	1	10	1	0	0
27	2	2.66	1	10	1	0	0
35	1	1.33	0	0	1	0	0
14	0						
24	0						
30	0						
34	0						
10	List not checked						
13	List not checked						
16	List not checked						
18	List not checked						
22	List not checked						
29	List not checked						
31	List not checked						
32	List not checked						
33	List not checked						
36	List not checked						
37	List not checked						
38	List not checked						
39	List not checked						

TABLE VII

NUMBER OF LIBRARIES HAVING CERTAIN  
REFERENCE BOOKS IN ORDER OF FREQUENCY

Dictionary of quotations	17	<u>Book Review Digest</u>	10
Dictionary	17	Kunitz' biographical dictionaries	10
Children's encyclopedia	16	<u>U. S. Congressional Directory</u>	10
<u>Who's Who in America</u>	16	Mudge, <u>Guide to Reference Books</u>	10
Manual of mythology	16	<u>Standard Catalog</u>	10
Garden encyclopedia	16	History encyclopedia	9
Book of synonyms	15	Price list of government documents	9
<u>World Almanac</u>	14	<u>Standard Catalog for High School Libraries</u>	9
<u>Encyclopaedia Britannica or Americana</u>	14	<u>A. L. A. Catalog, 1926-31</u>	9
<u>A. L. A. Catalog, 1926</u>	13	<u>A. L. A. Catalog, 1932-36</u>	9
<u>Maryland Manual</u>	13	Douglas, <u>American Book of Days</u>	8
Book of opera stories	13	Guide to birds	8
Robert, <u>Rules of Order</u>	13	Horton, <u>Buying List of Books for Small Libraries</u>	8
Wild flower guide	13	Ireland, <u>The Picture File</u>	8
<u>Readers Guide</u> (or Abridged Edition)	12	Granger, <u>Index to Poetry</u>	7
History of art	12	Walsh, <u>Curiosities of Popular Customs</u>	7
Hiscox's formulas	12	<u>Cumulative Book Index</u>	7
Kunitz, <u>Junior Book of Authors</u>	12	<u>Statesman's Yearbook</u>	7
Crowell's or Brewer's <u>Handbook</u>	12	Atlas	7
<u>Booklist</u>	12	Bible Concordance	7
Stevenson, <u>Home Book of Verse</u>	10	Books of Holidays	7

NOTE: In some cases a choice of titles was included on the check list. In such instances, no title is listed here, but merely the subject, such as mythology or gardening.

## PERIODICALS

If, as some studies of reading habits show, from fifty to seventy-five per cent of our people read only magazines and newspapers, the magazine collection assumes an important place beside books in making the library attractive and useful to a larger proportion of the population. This is in addition to the recognized need for a carefully selected group of periodicals for reference use. Very frequently they are the only source for up-to-date information on technical and business subjects, on current happenings or latest ideas about homemaking or child study. Such information is made quickly available through the index known as the Readers Guide to Periodical Literature.

The choice of magazines would be expected to vary greatly in different communities, but the twenty-six titles indexed in the Abridged Readers Guide, published for the use of smaller libraries, seemed a fair measuring instrument for comparing the holdings in the thirty-nine public libraries of the counties included in this report.

Eleven libraries did not check the list. Of the other twenty-eight, four had none of the titles, seven had only one, and five had five or less. The highest number held was twenty-two or 84.61 per cent. Only four libraries had more than three-fourths of the titles; four had 65 per cent. The range is shown on Table VIII.

There is some significance in the choice of titles most frequently held as shown in Table IX. It is gratifying to find National Geographic and Life, which have distinct information value, standing high on the list. The Readers Digest is widely useful, but since it is also available in many homes, perhaps it is less important as a first choice for the smaller library with a limited budget. Even so useful a library tool as the

TABLE VIII

NUMBER OF PERIODICALS LISTED IN THE ABRIDGED READERS GUIDE  
FOUND IN THE THIRTY-NINE LIBRARIES

( The complete list has 26 titles)

Library Code Number	Number on Checklist Taken or Regularly Donated	Percentage of Selected List	Total Number Regularly Received	Percentage Kept on Permanent File For Reference	Amount Spent Per Year
4	22	84.61	50	80.76	\$ 97.20
2	21	80.76	99	53.84	244.00
1	20	76.92	82	76.92	217.99
20	20	76.92	52	65.38	247.50
3	17	65.38	28	53.84	35.20
11	17	65.38	46	65.38	80.10
8	17	65.38	23	65.38	43.35
9	17	65.38	13	61.33	100.00
6	14	53.84	19	53.84	*
28	10	38.46	18	15.34	48.50
25	8	30.76	8	30.76	*
7	7	26.92	12	**	*
15	5	19.23	10	19.23	19.40
17	4	15.34	7	11.53	6.00
14	4	15.34			
23	3	11.53	4	11.53	*
27	2	7.69	4		
26	1	3.84	4	3.84	1.00
10	1	3.84			
12	1	3.84	2	3.84	3.00
19	1	3.84	1		
30	1	3.84	1	3.84	
21	1	3.84	2	3.84	
39	1				
16	0				
29	0				
34	0				
35	0		1		
5	No report		10		5.50
18	No report		5		
13	No report				
22	No report				
24	No report				
31	No report				
32	No report				
33	No report				
36	No report				
37	No report				
38	No report				

\*Included in book budget.

\*\*Lacks room. Only late files kept.

TABLE IX

PERIODICALS SUBSCRIBED FOR, IN ORDER OF FREQUENCY

<u>Periodicals</u>	<u>Number of Libraries Subscribing</u>
<u>National Geographic</u>	18
<u>Readers Digest</u>	15
<u>Popular Mechanics</u>	14
<u>Wilson Bulletin</u>	14
<u>Life</u>	13
<u>Time</u>	12
<u>Better Homes and Gardens</u>	11
<u>Atlantic</u>	11
<u>Harper's</u>	11
<u>Nature</u>	10
<u>New York Times Magazine</u>	10
<u>Christian Science Monitor</u>	9
<u>Hygeia</u>	9
<u>Current History</u>	8
<u>Good Housekeeping</u>	8
<u>Popular Science Monthly</u>	7
<u>News Week</u>	7
<u>American Magazine</u>	6
<u>Scholastic</u>	6
<u>Travel</u>	5
<u>School Arts</u>	3
<u>Science News Letter</u>	3
<u>America</u>	2
<u>Industrial Arts and Vocational Education</u>	2
<u>Scientific American</u>	2
<u>Journal of the National Education Association</u>	0

Wilson Bulletin was found in only fourteen libraries, and only twelve had the Readers Guide, abridged or complete.

Perhaps at no time in our history has it been more essential for our citizens to be informed on political, social, and economic problems. Yet the library periodical collections do not suggest that most libraries feel any great obligation to make such information easily available. Only twelve libraries subscribe to Time, eleven to Harpers and the Atlantic, eight to Current History and seven to News Week. There is widespread interest in new scientific and technical developments, yet only three libraries receive Science News Letter or the Scientific American. The state of the nation's health is a matter of serious concern, but only nine libraries have Hygeia.

The above tabulations do not, of course, tell the complete story. The libraries have other useful and significant titles not included on this list, as shown in column 4 of Table VIII. One smaller library, for example, which spends about \$50.00 of its annual budget for subscriptions, has only ten of these titles, but its collection, emphasizing technical subjects, is excellent for its own community. Several subscribe to Fortune, not included in the Abridged Readers Guide.

Magazines are important for reference purposes. About ten libraries seem to recognize this by keeping complete back files for five years or more. These are in the main the same libraries which consider magazines important enough to set aside a substantial sum in the annual budget for subscriptions. It is not possible to compare the amount spent for magazines by different libraries. Some libraries have a large number of gift subscriptions. Others do not keep a separate account for these expenditures but include them in the book budget.

Buildings. Of thirty-nine public libraries in the counties, properly so named, only six occupy buildings designed specifically for library purposes. Nine are in houses that have been adapted to their use, some of them, like the eighteenth-century Reynolds Tavern in Annapolis, of historic interest and value. Eighteen have to be content with parts of buildings devoted chiefly to other public uses or are in quarters loaned to them by public-spirited organizations; and seven carry on in rented rooms. Ten libraries must ask their patrons to climb to a second floor or descend into a basement.

Since so many of these libraries have had to find homes wherever they could, it is not surprising that some of them are inconveniently located. Many are so inconspicuously marked that a stranger in the town would be unlikely to find them, even when they have a central situation.

To point out these deficiencies is not necessarily to criticize the judgment of those responsible for the conduct of the libraries concerned. When funds are hopelessly inadequate, it is a mistake to spend a large share of them for the maintenance of a separate building with high costs for light, heat, and janitor service. A competent librarian and a serviceable stock of books and periodicals should come first, and until these are provided, it is often best to make temporary use of inexpensive rooms. With such a beginning a public library can look forward to the time when its usefulness to the community will demand its removal into a library building.

A considerable number of the smaller libraries have yet to achieve the central location and the convenience that citizens naturally now require for their schools, post offices and court houses. Relatively few have children's reading rooms with separate entrance and



still fewer have the great advantage of possessing a meeting room suitable for community gatherings.

## THE LIBRARY SERVICES

Hours of Service. An important measure of the service of a library to its community is the number of hours when its doors are open to readers, borrowers, and users of the reference collection. What the Committee learned as to the hours per week when Maryland libraries are thus serving their public is shown by the following table:

<u>Hours Open Per Week</u>	<u>Number of Libraries</u>
From sixty to seventy-five hours	4
From forty to sixty hours	3
From twenty to forty hours	7
Up to twenty hours	25

It is discouraging to find that sixty-four per cent of the libraries surveyed keep open less than twenty hours a week, when, according to generally-accepted standards, twenty-four hours a week is the minimum time within which a library can be really useful to its readers. The explanation of the inadequate hours of service is to be found both in the lack of a professional staff and the possession of a book collection not large enough or interesting enough to evoke a demand for longer hours.

The Circulation of Books. In the lending of books for home use the Maryland libraries show a wide degree of variation. Per capita circulation, that is, the number of borrowings annually in proportion to the population of the area served by the library, ranges from six-tenths of a volume to eight and six-tenths. Of all but one of the libraries reported as circulating less than one volume per capita, it was found that the collection was poor in quality. The exception is to be explained by the fact that the statistics of that library have been based on the county population, whereas the library really serves a smaller area than the entire county.

In a next higher group of seven libraries, with a circulation of from one to two per capita, all are rated as having poor collections, ex-

cept two. These latter are recently established libraries whose books, though inadequate in number, are carefully selected. Six libraries have a circulation of from two to three volumes a person, and at least half the number have collections of inadequate quality.

In the six libraries that circulate from three to four books per capita and the five that have a circulation of four or more, the Committee found the book collections generally to deserve the rating good. The significance of all the statistics is clear. A well-selected library will be used, even if the number of volumes is not large; but the public does not want to read poor books.

The circulation of children's books throughout the state is thirty-four per cent of the total circulation. This is the more encouraging when it is realized that in 1940 persons less than fourteen years old constituted twenty-four per cent of the entire population. The proportion of non-fiction in the adult circulation is less satisfactory. It is generally agreed that at least thirty per cent of books borrowed by mature readers should be other than fiction. Few Maryland libraries measure up to this standard, and the general average is only twenty per cent.

Services to Children and Young People. The reports of the surveys of existing libraries in Maryland show that the public libraries are widely used by children. In one place where the library has a station that occupies a large room in an elementary school, juvenile books made up forty-five per cent of the total circulation for the year reported. In another community, nearly one-third of the library's borrowers are juvenile. All the libraries, except one which has no books for children under twelve years of age, have juvenile readers and borrowers. The reports from several now

inactive library organizations state that when the community libraries were open there was an increasing use of the libraries by children. This increasing use of libraries by children is the case almost everywhere.

Explanation for increasing use of libraries cannot always be found in the library's programs or special resources for children and young people. Attractive quarters for children's work, specific services for children, and entirely appropriate book collections often were not found. Very few of the libraries have special children's departments, or even children's rooms, and only two outside Baltimore City have rooms with separate entrances from outside the building. Not many more libraries have large, attractive collections of appropriate books for children. The collections often were found by the surveyors to be unattractive in appearance, old, weak in number of books for little children, and, in some instances, made up of "sets" of poor quality, with very few standard titles. Separate collections for young people were seldom reported. One library has an active youth collection, another a "high-school shelf," but in general no special provision is made for the transition from juvenile to adult reading.

Services to Schools. The survey shows that many Maryland libraries offer no specific service to the schools. One report remarked, "The high school has a much better library than the county." Others explained that no service to the schools was attempted because "the schools have good libraries." Such an attitude is in line with the practise in many communities in Maryland and elsewhere of carrying on quite independently separate systems of public library and school library service to children. On the other hand, eighteen Maryland libraries reported that the schools rely on the public library for supplementary materials, and twelve added that the schools made suggestions regarding books to be purchased by the

library. The following table summarizes the record of direct service by public libraries to schools:

<u>Type of Service</u>	<u>Number of Libraries</u>
The deposit of collections in elementary classrooms	8
The deposit of collections in high school classrooms	4
The deposit of centralized collections in elementary schools	2
The deposit of centralized collections in high schools	2
The giving of instruction in the use of the library	8

In only two cases have libraries reported any payment on the part of school authorities for public library services to the schools. In one instance the library received \$30 from the Board of Education. In another, the running expenses of a bookmobile are reported to have been paid by the School Board.

The Enoch Pratt Free Library is not included in the summary given above. The Baltimore public library assists the schools in providing library service to school children and receives from the school system no reimbursement for the cost of such service. In Baltimore one vocational school and six elementary schools have centralized collections of books from the Pratt Library, and that library also maintains 763 deposit collections in classrooms for the use of pupils. Reading lists are sent by the Library to the schools, and school children receive in the library building instruction in the use of a library.

Services to Adult Readers. Library service to adults covers such a wide range of activities that it is difficult to analyze and measure its many phases. The library as a direct or indirect source for recreation needs no comment, except to point out that a good fiction collection is not the most important requisite. Many persons find recreation in handicraft, music, sketching, camping, or antique-hunting--types of activity for

which the library can furnish necessary guidance and knowledge. The library is equally valuable in other aspects of life: vocational, cultural, civic, and social. It offers help in human relations in the family, at work, in the church, and in the community. Whatever the adult interest or whatever the subject the adult wishes to learn about, a well-functioning library is a primary source of help. Now and in the immediate future it shares with other agencies in the community the responsibility for helping the discharged service man adjust to a job and civilian life. Both the veteran and the displaced war worker as well as their advisers will need information on occupational requirements and trends and on educational opportunities. The library which attempts to furnish such aid is performing an essential public service. It specializes in work with the individual and seeks to satisfy the individual need.

Service in all these areas is taken for granted in the large city library. Similar service from the library in the smaller community is not always expected by its clients or offered by its staff, though the smaller community may have fewer other agencies to which the citizen may turn for information and assistance.

It is significant that of the nine libraries having the most adequate reference collections, which is a first requisite for informational and educational services, all but two have trained librarians and those two have librarians of exceptional background and interest. Similarly the libraries with a fair supply of currently useful books on the subjects mentioned above are those with trained librarians and something approximating an adequate budget. The implication is plain: a trained librarian will select the book collection with these varied functions in mind.

The alert librarian realizes that adult reading is heavily influenced by accessibility of suitable materials. Libraries with many

distribution points and with books, pamphlets, and magazines suited to different levels of reading ability will reach a larger proportion of the adult population. Circulation statistics for Maryland libraries bear out this conclusion. Few as yet are reaching out widely enough into the community. Some have made a good beginning.

Adults may wish to be well-informed but they are tied to their jobs and burdened with other responsibilities. The urge to know frequently must be stimulated. It is at this point that the librarian has the important task of assuming leadership and he should strive by reading courses, study outlines, attractive displays, talks, and other devices to make learning attractive. There must be a dynamic program to encourage the full use of the library's facilities.

Exhibits at community meetings or in store windows, book review evenings with prominent citizens participating, booklists to follow up special events in the community, letters to club leaders or to managers of industries are some of the devices being used by Maryland librarians who are assuming leadership in their communities. Some have frequent timely articles in the local newspapers. Some use the radio or local movies to encourage people to read.

It is not possible to measure the tangible results of these varied efforts to penetrate the community. Librarians were asked on the questionnaire whether their communities were enthusiastic or indifferent to the library. Judgments are, of course, subjective, but in general librarians in smaller communities felt their citizens were indifferent. Enthusiastic response to library activities was most evident in libraries with good book collections and staffs which were skilled in bringing books and readers together. In some of the best libraries, however, it was felt that a large proportion of the community was unaware of their services.

The librarians deplored the lack of time to get out into the community and strongly recommended enlarging their staffs in order to make this possible.

When the library had achieved a recognized place as an important community institution, the fact was easily evident to the surveyor. Staff members were serving on program and book committees of local organizations, were conferring with the Rotary or the Parent-Teacher Association or the Association of Commerce, were encouraging discussion groups, knew leaders in industry and business and sought their help, and maintained close relations with school executives. A small number of Maryland librarians are effectively interpreting their libraries to the community, but a large proportion have not discovered the importance of this function.



## LIBRARIES IN PUBLIC AND PRIVATE INSTITUTIONS

The Committee's survey has included an inquiry as to the number and character of libraries in Maryland belonging to public or private institutions and serving special groups. More than fifty such libraries, possessing among them some two and a half million volumes, have been listed. Two-thirds of these, including the most highly specialized, are in Baltimore City.

Of such libraries in the counties, the great majority are those of educational institutions. Some, like the University of Maryland at College Park, the various teachers colleges, and Princess Anne College, are state-owned and controlled. Others, like Hood College, Western Maryland College, and Washington College, are maintained chiefly by endowments and tuition. Though not in any sense public libraries, most of them give, directly or indirectly, such library service to their immediate communities as their circumstances permit. In peace times the library of the United States Naval Academy at Annapolis, a collection of more than one hundred thousand volumes, is made available to civilian readers.

The fact that so many educational libraries generously open their doors to such of the general public as they can serve is clear testimony to a need that ought to be otherwise supplied. Schools and colleges buy books with reference to their own work and their collections wholly miss certain classes of readers, as for example, juveniles and practical craftsmen. As a matter of fact, in a college town there should be a good public library, all the more efficient because of the presence in the community of an additional group of studious persons dependent for their success in life on the wise use of books.

An important specialized collection not connected with an educational institution is the Maryland State Library in Annapolis. In this

library of one hundred and twelve thousand volumes, seventy per cent of the works are in the field of law. It serves the general public as a reference library and is available as a lending collection only to the Judges of the Maryland Court of Appeals. There is a notable lack of such special libraries in other parts of the State and a need, which might well be met by an adequate system of county libraries, for small but well-selected collections in medicine, law, and technology, is clearly recognized.

## THE CENTRAL LIBRARY AGENCY

To round out its work the Committees considered it necessary to survey the Maryland Public Library Advisory Commission. None of the members of the Committee, with the exception of the Director of the Commission, had had any special experience along this line. After careful consultation, Miss Ethel M. Fair, Director of the Library School of the New Jersey College for Women, was asked to make the survey. The Committee was fortunate in catching her interest, and as an official in the State of New Jersey she was generous enough to give her services to the State of Maryland. Miss Fair did a thorough and discriminating job of surveying the Maryland Public Library Advisory Commission, including its relation to the State Superintendent of Schools. A summary of that portion of her Survey dealing specially with these matters follows.

The history, organization, and operation of the Maryland Public Library Advisory Commission are interesting as told in its official reports and records. From 1903 until 1922 there was an organization known as the Maryland State Library Commission, whose original object, simply stated, was to lend books in the form of "traveling libraries" to places requesting them. Since there were only three "public" libraries in Maryland in 1903, this aim was seen as a direct means of putting books within reach of the citizens of the State. Almost immediately visits by members of the Commission were carried out to determine the reception, use, and demand for the book collections. By 1904-05 the need for a "field worker" was recognized, and the first such worker was appointed. By 1922-23 a six-point schedule of goals for establishing libraries and library service in the State was set up, and the value of a state organizer of libraries was emphasized. At this time the responsibilities and duties of the Maryland State Library Commission were transferred to the

State Superintendent of Schools. The Maryland Public Library Advisory Commission was created, for which the law stated it to be the duty "from time to time, to advise and counsel with and to aid the State Superintendent of Schools with respect to the performance of his duties under Sections 100-120, inclusive, of this sub-title".<sup>1)</sup>

In the report of her Survey of the Maryland Public Library Advisory Commission, Miss Fair includes the following paragraphs about the new Advisory Commission:

"The new Maryland Public Library Advisory Commission was formed out of the membership of the former Maryland Public Library Commission. The members of the former Commission, accustomed to rounds of visits by the field worker, the distribution of books by means of traveling libraries and the worries incident to obtaining funds, welcomed the State Superintendent of Schools to their circle, but continued to exercise the authority and perform the duties hitherto devised for itself through the years . . . . .

"In the reorganization . . . there resulted no provisions for the succession of members on the Maryland Public Library Advisory Commission. The simultaneous expiration of the terms of all members prevents assurance of continuity of policy or supervision. The tendency has been to have members repeatedly reappointed, affording continuity, but at the expense of widening the representation and of bringing new interest and fresh talent to the Commission.

". . . The State Superintendent of Schools apparently did not assert his authority, being content to sit in on the councils of the Commission. However, the Minutes for 1922 state that the financial

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1) Laws, 1922. ch. 29, sec. 10

control was to be delegated to the State Superintendent, as is indicated by a letter from Governor Ritchie. This probably explains the fact that there is today a separate budget set up for the Commission within the State Budget. Why it was not made a part of the budget of the Department of Education is not clear, unless the precedent set by the previous Commission dominated the situation . . .

"The actual result of the reorganization was that the traditional responsibilities and activities perpetuated the original pattern of library development and organization. Originally in 1904 the plan of soliciting information from 'every municipality in Maryland' was advocated with the idea of drawing statistics from these reports from year to year as useful in showing history. But at the time of the reorganization there was no review of existing conditions, no systematic study of the library needs of the State. No strong directive program was offered. Even the Superintendent of Schools apparently did not see the possibility of working out a desirable program comparable to the defined goals in school organization worked out as a result of the school survey of 1918. This lack of far-sighted goals or of comprehensive critical modern policy for its work is one of the most serious weaknesses in the functioning of the Commission.

"A contributing factor to the continuance of the old habits of the Maryland Public Library Commission was the fact that the new Commission's duties and responsibilities were not further defined in the law than by the term 'advisory' . . .

"It is to be regretted that while nominally retaining the power of the former Maryland Public Library Commission, the New Commission did not advise with the State Superintendent of Schools to the end that the allocation of authority might be clarified and that library

service might be developed on an adequate and long-scale program within the framework of which the State might have become more library conscious and 'book wise' over the past twenty years. The responsibility for constructive leadership seems to have fallen between the two agents - the Maryland Public Library Advisory Commission and the State Superintendent of Schools."

In the matter of service to schools, Miss Fair's Survey shows that "from the early years of the Maryland State Library Commission attention had been paid to schools as well as to 'public' libraries as and when requested or where there seemed to be interest in such a project. It would seem natural that with the advent of the State Superintendent of Schools in the councils of the Maryland Public Library Advisory Commission, more attention and more conscious promotion might have been assigned to school libraries. This trend is shown, especially in the work of the staff of the Commission in the past ten years."

The precedent for an employed staff to carry on the work of the State Library Commission was established when the first field worker was appointed in 1904. Today the staff consists of six persons. In the reorganization of 1922 there was no specific provision for a staff working under the authority of the State Superintendent of Schools and none assigned to the new Advisory Commission. Thus the field worker and subsequently the enlarged staff were continued from the earlier organization.

A summary of the resources and services of the Commission, its financial support, and development of its central office shows that the book stock has grown from thirty-two traveling library boxes, each

containing thirty-five volumes (1903) to 40,857 volumes with eighteen files of picture and pamphlet material (1943). In 1905, one hundred and five traveling libraries were sent out; in 1942-43, 17,306 books were lent to libraries and schools for recirculation in addition to volumes lent to individual readers on request. The budget has ranged from \$1,000 in 1903 to \$18,354.16 in 1932 to \$12,565 in 1941. From a field worker (1904) the central office staff has been expanded to include a director, three assistant librarians and two clerical assistants (1943-44). The work of the office now covers reference service, advisory activities through correspondence and personal contacts, press stories, occasional publications, meetings, institutes, and courses in library work as well as supervision and direction in public and school libraries visited by the director. In addition to visiting libraries and schools, the director attends the meetings of teachers, Parent-Teacher Associations, granges, and other organizations, and frequently addresses such groups.

The surveyor reports that "While evidence is not lacking of the introduction after 1922 of more ambitious library activities and of the adoption of the programs more comprehensive than the early attention to isolated libraries, there is over the State today a lack of vitality in many of the small libraries such as there was twenty years ago. There is a stalemate in progressive development. Accompanying this stagnant condition there is the contrast of new vigor in individual areas, of new life and conspicuous progress in numerous libraries, a healthy though limited confidence in unified county-wide library organization, a steadily increasing number of fully qualified librarians within the State and a decidedly strong professional movement on the part of the library personnel of the State".

As pointed out by Miss Fair in her concluding "suggestions for bringing a program for state-wide library service into a position comparable to the importance assigned to the State's educational program", it is essential that existing Maryland legislation affecting libraries be revised to remove conflicting provisions and to provide adequate enabling power.



## A PLAN FOR PUBLIC LIBRARIES IN MARYLAND

The Committee has been directed, not only to survey the public libraries of the State as they now exist, but also to present a plan for a system of libraries to serve the people of Maryland. The two assignments, though complementary, are inherently different. Recommendations for the future are not bound down by a body of determined facts but may range between undue conservatism and the portrayal of ideals that are agreeable but beyond reasonable hope of fulfilment. The suggestions that follow are aimed at practical reality and seem to us entirely capable of realization within a decade.

The Committee is well aware that its proposals will involve some additional taxation. It wishes to point out that the State now spends for sanitation and public-health services an amount that would have been thought staggering fifty years ago; and by these expenditures it saves many times as much in the economic value of preserved health and prolonged life. There was a time when a proposal for state-wide, free public education for every child capable of receiving it seemed absurd to many citizens. We now regard our system of public schools as worth all and more than it costs. Free public libraries and free public schools are much alike in character and value; and the practical experience that has justified the one is a strong argument for the ending of our neglect of the other (See Chart IV). On these grounds we offer the following recommendations.

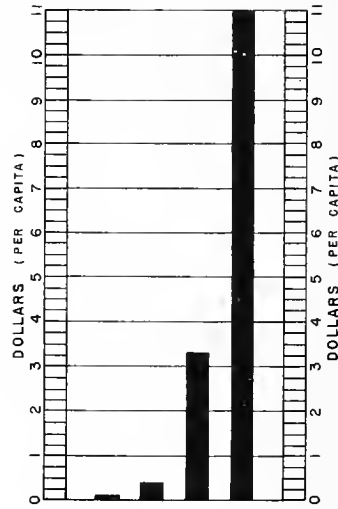
The State Library Agency. In order to clarify a confused and contradictory situation, the Committee recommends that new legislation dealing with the Maryland Public Library Advisory Commission be drawn up and enacted. It recommends that the central library agency

·CHART NO. IV·

PUBLIC LIBRARY SERVICE  
AND  
OTHER PUBLIC SERVICES  
IN THE  
COUNTIES OF MARYLAND - (1940)  
(EXCLUSIVE OF BALTIMORE CITY)

PUBLIC SERVICES

* PUBLIC LIBRARY SERVICE · \$ .11
HEALTH ······ .40
ROADS ······ 3.26
EDUCATION ······ 11.00



\* BASED ON DATA OBTAINED 1941-42

of the State be set up within the Department of Education as one of its divisions parallel to the Division of High Schools or of Vocational Rehabilitation. It recommends that the Department of Education create and utilize the help and counsel of a State advisory board for libraries.

In line with these general proposals, the Committee recommends that:

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I. The central library agency have the following functions:

1. To develop effective state-wide public library service through:

- a. A sound foundation of legislation, adapted to present conditions, and providing for the establishment and operation of libraries by units of various sizes with broad powers of contract; and with provision for non-partisan control, tax support, certification of the professional staff, State aid, and other standards.
- b. A program for county or regional libraries to cover the State.
- c. Administration of State grants-in-aid and encouragement of local appropriations.
- d. Administration of standards of service and of State certification of librarians.
- e. Advisory and information service to existing libraries and in library establishment, through field visits, conference, institutes, correspondence, and publications.
- f. Encouragement of citizen and trustee interest and understanding, and general publicity for libraries.

2. To develop effective, state-wide school library service through:

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1) American Library Association. Library Extension Board. State Library Agency. p. 2. - 4.

- a. Legislation and regulations of the Department of Education to ensure recognition of standards and provision for contractual and cooperative service between school libraries and between school and local, county, district or regional public libraries; for State aid and minimum support from local school budgets; for certification of librarians.
  - b. A program for development of school library service in Maryland in elementary and secondary schools throughout the State.
  - c. Determination and administration of standards for school library service and school librarians.
  - d. Administration of State aid and encouragement of adequate school budget provision for library service.
  - e. Advisory, supervisory and information service to existing libraries and in library establishment, through field visits, conference, institutes, correspondence, and publications.
  - f. Development of cooperation with other State educational agencies and with individuals and groups responsible for the educational programs of the State.
3. To develop a high quality personnel in the libraries of the State through:
- a. Encouragement of training to meet the demands of progressive library service.
  - b. Legal certification of librarians.
  - c. Improvement of working conditions through the encouragement of adequate salaries and retirement annuities and the establishment of satisfactory schemes of appointment, promotion, and tenure.
  - d. Advisory service in the placement of librarians.
4. To provide a direct service of books, pamphlets and clippings, and visual material, and guidance in their use, to individuals, groups, and schools where needed.

- a. In very sparsely settled or submarginal areas.
  - b. Pending the development of complete library service for individuals and groups who would otherwise lack it.
5. To provide a supplementary service of books, pamphlets and clippings, reading courses, and visual material for the libraries of the State.
6. To encourage development of adequate library service in State hospitals and institutions for dependents and delinquents.
7. To collect statistics and other facts on the status of libraries and to compile and publish reports and bulletins.
8. To coordinate the library services of the State, and to coordinate libraries with other educational services and agencies, so as to increase effectiveness and avoid waste and unnecessary duplication through:
  - a. Encouragement of coordination of all library resources in the interest of adult education, scholarship and research, through union catalogs, inter-library lending, exchange of duplicates, and inexpensive reproduction of the printed page.
  - b. Encouragement of coordination of public and school library service.
  - c. Coordination of library programs with those of other educational and social agencies.
9. To cooperate with the library agencies of other states and with national library agencies.

II. That there be a director who has a well-balanced academic education, a degree from an accredited library school, experience of an administrative character in a public library, and with personal qualifications to render efficient service in the development of a library program in the State; a person competent<sup>1)</sup>

1. To initiate studies of the factors which enter into the existing reading behavior of the population and of the economic and political conditions which underlie the successful expansion of social institutions such as libraries.
2. To interpret the need for library service.
3. To formulate policies for the spread of library service and to develop a program which will be worthy of recognition in the State's educational services comparable to that given the public school system.
4. To establish criteria for service.
5. To integrate an approved library service program with the educational opportunities provided for children and adults of the State through formal education.
6. To assist in formulating and to be responsible for interpreting laws, regulations, and charter provisions applicable to and affecting libraries.

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1) Fair. Survey. p. 67-68

7. To plan for the exchange of ideas and the dissemination of advice on library service by means of bulletins or some other medium and to report annually on the state of library development.
  8. To carry out the plans this Committee has drawn up.
- III. That there be a professional staff to carry on the work of the central agency including field workers to study conditions in the State and to stimulate interest in libraries and to promote their efficiency.
- IV. That the advisory board, appointed by the State Board of Education, be made up of five regularly appointed members, with the term of office five years; that the expiration of terms of appointment rotate so that one appointment is made each year; that the length of continuous service be limited to two consecutive terms; that the State Librarian and the Librarian of the Enoch Pratt Free Library be ex-officio members.
- V. Finally, that a budget be set up providing funds adequate for the operation of the central library agency.

## THE UNIT OF LIBRARY SERVICE

Many communities in Maryland have small libraries with reading space and a collection of recent books, but it is evident that their bases of population and wealth are too small to permit them to offer varied library services. Furthermore, many communities and the rural areas generally give no library services whatsoever. If we reach our aim and offer adequate library facilities to all the citizens of the State, we must improve existing libraries and organize county or regional libraries with sufficient strength to provide library service for both urban and rural communities.

In Maryland, which is county conscious, the county seems to be the logical area for the establishment of central library units. However, some counties are too sparsely settled or have too small a taxable basis to be able to provide adequate services by themselves. This can be more clearly seen when standards for adequate services are set up.

In broad terms, these standards require library service available to all persons within a designated area. Service in turn should be interpreted as meaning the active stimulation and encouragement of reading, information and guidance services, and the integration of library services with labor, business, professional, and other interests and with the work of other social educational, and cultural agencies of the area.

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To give this service the library should have:

1. A central reservoir of circulating books large enough and live enough to meet a wide demand from many types of readers.

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1) American Library Association, Committee on Post-War Planning. Post-War Standards for the Public Library. p. 46.



2. A central reference collection of broad scope.
3. A collection classified and cataloged by trained personnel.
4. A staff sufficient to provide a high quality of general and technical reference service, service to adult groups, to young people, to children, and to schools.
5. Local service throughout the area by means of community and school branches.
6. Additional service to outlying communities through stations and bookmobiles.

If these services are accepted as desirable, they will demand in each unit the following or their equivalent.

A trained librarian to administer and to give general supervision

A trained assistant librarian for cataloging and reference work

A trained assistant librarian for children's and young people's work and for work with schools

A professional staff such as this will require three clerical assistants and will mean a salary roll somewhat as represented by the following table:

<u>Employees</u>		<u>Salaries</u>
One person	at	\$ 2,400
One person	at	1,800
One person	at	1,600
Three persons	at	<u>1,200</u> each
		\$ 9,400

If we let salaries count as sixty per cent of the total budget instead of fifty-five per cent as is generally accepted, the budget will

amount to \$15,666. Again a budget of \$15,000 will offer \$9,400 for salaries, \$4,000 for books (See Stewart) and about \$1,600 for administration. These figures do not take into consideration a bookmobile, or if a bookmobile is included in these figures, other services will have to be curtailed.

In considering regional library units, the American Library Association, <sup>1)</sup> the New Jersey County Library Association, <sup>2)</sup> and Miss Fair <sup>3)</sup> give \$1.00 per capita as a basis for a minimum budget. Miss Helen Gordon Stewart, <sup>4)</sup> who took charge of the Fraser Valley Demonstration, British Columbia, suggests from 30 cents to 50 cents per capita <sup>5)</sup> as a possible basis, and the Rosenwald Fund, in its work with southern libraries, has set up 50 cents per capita as a minimum total budget, basing it on a population of from forty thousand to fifty thousand. Joeckel considers \$25,000 as a low minimum. Miss Stewart says further that no regional library should have less than from \$3,000 to \$4,000 a year for books.

We should like to suggest \$15,000 as an initial county library budget for Maryland for the present. That sum is small enough to seem obtainable and yet large enough to cover the cost of some acceptable library services. Nevertheless, if the counties feel that they cannot meet even this standard, we recommend that libraries be set up on a level of a \$9,000 budget, though we realize that with this

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- 1) Ibid. p. 56.
  - 2) New Jersey County Library Standards.
  - 3) Fair, "Unit of Library Service", Wisconsin Library Bulletin. v. 21, p. 173.
  - 4) "Advantage and difficulties in the administration of a regional library unit", A.L.A. Bulletin, v. 28, p. 606.
  - 5) Wilson and Wight. County Library Service in the South. p. 165.

figure not all the services enumerated can be afforded. In fact, in order to give the full measure of desirable services, \$25,000 at least will be needed, with a minimum rate of 50 cents per capita. As better and broader services are demanded and developed, even this figure should prove low, and larger budgets will ultimately be necessary.

In Maryland, however, there are seven counties that have fewer than 18,000 inhabitants and twelve counties that have less than \$30,000,000 assessed valuation. None of these can raise \$9,000 at either 50 cents per capita or by levying a tax of 3 cents per \$100. Nevertheless, we do not believe it is possible for a library with a budget of less than \$9,000 to serve people outside the limits of the immediate community. Therefore it seems necessary that State aid and an equalization fund should be established to help the less populous counties reach this minimum level. At the same time, if a county finds these standards difficult to maintain by itself, it might join forces with a neighboring county to share expenses and services. For instance, if it seemed wise for two or more counties to share a bookmobile or a children's librarian or a reference librarian, this should be encouraged. Counties cooperating in this manner might form a regional library but one that could bear the names of the cooperating organizations.

A county organization will be expected to fan the interest in small communities and to strengthen the libraries already established within its borders. It is not proposed that existing small libraries be eliminated or ignored. Instead, these will be fostered and helped to develop into stronger and better organizations. We recommend that county or regional libraries be established throughout Maryland within the next few years with cooperating libraries, branches, or stations in

every community. We further recommend that in one of the areas covered by a field worker from the central agency, a special project be set up, with a definite appropriation provided. This project would serve as a demonstration of adequate, efficient, and economical library service. It would include a central reservoir of books and a competent field worker to cooperate with smaller library units in the area in establishing effective library service to all citizens. In addition we suggest State aid and an equalization fund for the director of the central state agency to use in helping to establish and in maintaining county libraries as rapidly as the desire for them is demonstrated.

These county libraries should be organized so as to give adequate and varied library service to the entire area in question. For such service we suggest at first a budget of not less than \$9,000 with a minimum rate of 50 cents per capita. If possible, the initial budget should be \$15,000. By the end of five years certainly, it should have reached this amount, and in another five years it should have been increased to at least \$25,000 a year.

## THE GOVERNING BOARDS

The following principles will serve as an introduction to specific proposals.<sup>1)</sup>

1. It is the belief of the Committee that the public library should be an integral part of general local government. Library service is a public service which can be compared with recreation, health, police and fire protection, and education. The latter, of course, is a joint responsibility of both county and State. Until the Maryland public library is recognized as a public institution, it is extremely doubtful if it will realize its full possibilities in service to the people of the state.
2. Clear authority for the establishment and maintenance of the public library should be provided by law. To this end a general enabling act is proposed covering all phases of library organization and management.
3. The public library should be under the responsible control of able and efficient government officials. In the past this has been best accomplished by making the chief librarian responsible to a board of trustees, appointed by the local governing authority.
4. The board should consist of an uneven number of members appointed at large by legislative authority of the

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1) This section leans heavily upon material in The American Library Association, Committee on Post-War Planning. Post-War Standards for the Public Library.

political unit for staggered terms. The board should reflect various community interests. Its members should serve without pay.

5. The powers of the library board should be clearly stated in the law. They should be sufficient to insure efficient control of the library but should not include the power to levy taxes.

In the "Unit of Library Service" the county has been shown to offer in general a satisfactory unit for library purposes in Maryland. The absence of medium-sized and large cities, the relatively small size of the State, and the strength of the county tradition all work in its favor. We recommend therefore: (a) that each county (or combination of counties) set up its own central library; and (b) that for each central library there be a library board consisting of seven members, appointed at large by the Governor of the State, for staggered terms of seven years. The Board should serve without pay and should elect its own officers. The Board is primarily a policy-making body, most of its powers being delegated to the chief librarian as its executive officer. As the legal entity the Board should have powers and responsibilities as follows.<sup>1)</sup>

1. As to finances
  - a. To control and make all expenditures from library funds
  - b. To receive and administer trusts

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1) Joeckel. Government of the American Public Library. pp. 232-33

- c. To purchase library sites and erect buildings
  - d. To rent property for library use
  - e. To enter into contractual relations for library service.
2. As to policies
- a. To adopt by-laws for the conduct of its business and to choose its own officers
  - b. To make rules and regulations for the use of the library
  - c. To have general control of the library staff, including powers of appointment, dismissal, and fixing of salaries
  - d. To have general supervision and custody of all property used for library purposes
  - e. To make annual reports to the county commissioners and to the central library agency.
3. To perform all other acts necessary for the proper control of the library.

To the librarian as executive officer of the board should be delegated executive powers, the freedom to manage the normal operations of the institution within the limits of the broad policies which the trustees and the librarian, working intimately and with intelligence and understanding, have fashioned. The chief librarian should prepare the budget of the library, subject to approval by the board; should nominate all staff members to the board, which should appoint library personnel only on his recommendation; and should be responsible for book selection.<sup>1)</sup>

Financial Support. On the basis of the "Unit of Library Service" study, it has been found that a minimum level of fifty cents per capita is necessary for county library service. Furthermore, \$15,000 is the

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1) American Library Association. Committee on Post-War Planning. Post-War Standards for Public Libraries. -- pp. 42-43.

minimum amount for the satisfactory operation of a county library. However, the Committee recognizes that such a standard may seem unattainable at first because of the present low estate of our public libraries. With this in mind, the following estimates of cost have been prepared on a more modest basis in that the lowest possible figure for a county library has been dropped to \$9,000. The 50 cent per capita standard has been retained.

Reference to Table X shows that a tax levy of 3 cents on each \$100 of assessed valuation raises less than \$9,000 in twelve of the twenty-three counties. In ten additional counties, Baltimore City, and five of the counties in the preceding group, the population is so large that a 3 cent levy, although raising the minimum amount of \$9,000, is not enough to meet the 50 cent per capita standard. In only one county will the 3 cent levy raise sufficient funds to meet both requirements.

To bring the amount raised in each county up to a minimum of \$9,000 will require a sum of \$49,250 annually distributed among twelve counties. The largest amount to any one will be \$7,150; the smallest, \$1,700.

In addition, in order to bring all the counties and Baltimore City up to a minimum level of 50 cents per capita, a fund of \$109,150 annually will be required. In other words, assuming a uniform 3 cent tax levy, the sum of \$158,400 from the State will be required to finance the minimum program of library service. This assumes, of course, that those counties raising more than enough for the minimum program will keep and utilize the surplus for a program at a higher level. As a matter of fact, only one county would be involved here.



TABLE I  
FINANCIAL STATEMENT

COUNTY	POPULATION 1940 CENSUS	ASSESSED VALUATION	TOTAL YIELD \$.03 PER \$100.00	PER CAPITA YIELD WITH \$.03 TAX	PROPOSED STATE AID FOR BOOKS ON BASIS OF POPULATION	PROPOSED EQUALIZATION FUND TO PROVIDE \$9000. OR \$.50 PER CAPITA	TOTAL BUDGET FOR COUNTY	COST PER CAPITA
Calvert	10,484	\$ 6,186,891.00	\$ 1,850.00	17.6 cents	\$ 1,050.00	\$ 6,100.00	\$ 9,000.00	\$.85
St. Mary's	14,626	9,337,829.00	2,800.00	19.1	1,450.00	4,750.00	9,000.00	.61
Charles	17,612	11,629,092.00	3,500.00	19.8	1,750.00	3,750.00	9,000.00	.51
Somerset	20,965	12,228,434.00	3,650.00	17.4	2,100.00	4,750.00	10,500.00	.50
Caroline	17,549	15,104,990.00	4,550.00	25.9	1,750.00	2,700.00	9,000.00	.51
Queen Anne's	14,476	17,218,367.00	5,150.00	35.5	1,450.00	2,400.00	9,000.00	.62
Kent	13,465	17,380,350.00	5,200.00	38.6	1,350.00	2,450.00	9,000.00	.66
Howard	17,175	19,103,768.00	5,750.00	33.4	1,700.00	1,550.00	9,000.00	.52
Garrett	21,981	19,251,816.00	5,800.00	26.3	2,200.00	3,000.00	11,000.00	.50
Worcester	21,245	20,679,002.00	6,200.00	29.1	2,100.00	2,300.00	10,600.00	.50
Talbot	18,784	23,356,667.00	7,000.00	37.2	1,900.00	500.00	9,400.00	.50
Dorchester	28,006	24,309,130.00	7,300.00	26	2,800.00	3,900.00	14,000.00	.50
Wicomico	34,530	33,094,777.00	9,950.00	28.8	2,750.00	4,550.00	17,250.00	.50
Cecil	26,407	40,198,687.00	12,050.00	45.6	2,650.00	None	14,700.00	.55
Carroll	39,054	42,000,000.00	12,600.00	32.2	3,100.00	3,850.00	19,550.00	.50
Harford	35,060	56,251,886.00	16,900.00	48.2	2,800.00	None	19,700.00	.56
Frederick	57,312	56,729,570.00	17,000.00	29.6	4,600.00	7,050.00	28,650.00	.50
Anne Arundel	68,375	59,126,827.00	17,750.00	25.9	5,500.00	10,950.00	34,200.00	.50
Allegany	86,973	83,000,000.00	24,900.00	28.7	6,950.00	11,650.00	43,500.00	.50
Prince George's	89,490	86,710,190.00	26,000.00	29.3	7,150.00	11,600.00	44,750.00	.50
Washington	68,838	88,579,243.00	26,550.00	38.5	5,500.00	2,350.00	34,400.00	.50
Montgomery	83,912	146,842,079.00	44,050.00	52.4	6,700.00	None	50,750.00	.58
Baltimore	<u>155,825</u>	<u>239,784,697.00</u>	<u>71,950.00</u>	<u>46.1</u>	<u>7,800.00</u>	<u>None</u>	<u>79,750.00</u>	.51
Total--Counties	962,144	1,281,042,920.00	338,450.00	35.1	77,100.00	90,150.00	505,700.00	.525
Baltimore City	<u>859,100</u>	<u>1,501,117,794.00</u>	<u>450,350.00</u>	<u>52.4</u>	<u>42,950.00</u>	<u>None</u>	<u>493,300.00</u>	.574
	1,821,244	2,782,160,714.00	788,800.00	37.8	120,050.00	90,150.00	999,000.00	.548

Assuming a state equalization fund to the extent of \$158,400 to be added to the \$788,800 raised by tax levies, the total cost of the minimum program in the State would be \$947,200 as opposed to \$689,191.51 expended at the present time. This would provide an average of 52 cents per capita throughout the state.

However, a straight equalization program does not seem to be the complete answer. It is recommended that there be both state aid and an equalization fund. State aid funds should be granted on the basis of population and should be used for the purchase of books. The suggested basis is as follows:

Ten cents per capita for units with less than 30,000 population.

Eight cents per capita for units with 30,000 to 99,999 population.

Five cents per capita for units with more than 100,000 population.

The amount distributed in State aid should be added to the sum raised by local taxation in determining the amount of equalization necessary to bring the minimum per unit to \$9,000. Table X shows the amount raised in local taxes by each unit under a 3 cent levy, the amount of a state aid fund and of an equalization fund, and the per capita amount provided by the total.

Under this proposal library service in Maryland would cost \$999,000 annually. Of this sum \$788,800 would be raised by local taxation leaving only \$210,200 or 21 per cent, as the State's share. One way in which this latter sum could be raised would be through a levy of .75 cents per \$100 of assessed valuation. On an approximate assessed valuation of two and three quarter billion dollars this would raise \$206,250, or about enough to finance the program.

These proposals would increase the cost of library service in Maryland from \$689,191.51 at the present time to \$999,000. The actual total would be larger than this because Baltimore City will undoubtedly wish to continue its program at a higher level, and the figure given above includes Baltimore City at the minimum level. The increase therefore would come in the counties; namely, from \$107,371 to \$505,700. The fact that Baltimore City already exceeds the minimum program further emphasizes the tremendous discrepancy in the level of service which now exists.

Inasmuch as the total cost of the program may seem high to some people, let us examine the cost on an individual basis. In our richest county the per capita assessed valuation is \$1,749.95. With a 3 cent local tax levy the cost to a hypothetical average citizen would be 52.5 cents a year in county taxes--which would remain in the county. The state levy would cost this same Mr. Average Citizen 13.25 cents, or about 66 cents all told for library service at the minimum level. In our poorest county the per capita assessed valuation is \$583.28. Here the hypothetical average citizen would pay about 17.4 cents a year in county taxes and 4.4 cents a year in state tax, or a total of about 22 cents a year for public library service. Surely, neither 66 cents or 22 cents a year is excessive for a service which is such an important part of our educational system.

The program proposed shows a range in per capita expenditures from 50 cents to 85 cents. See Table X.

## PERSONNEL

Efficient library service presupposes a competent staff. It is recommended that each library unit should consider in its long-range program the following personnel requirements:

1. A trained chief librarian with at least a B.L.S. degree from a library school accredited by the American Library Association.
2. Assistants with at least one year of professional training in the ratio of one assistant for every 15,000 to 20,000 books circulated per year.
3. A number of clerical assistants adequate to carry on the non-professional activities and to release the professional staff for other duties.

As the staff is enlarged, it is recommended that specialists in work with children and young people be added. There should always be available at least one trained and experienced librarian capable of rendering competent reference assistance at all times when a library is open to the public. In a large industrial community, an assistant equipped with subject knowledge to render assistance to business and industry is recommended.

Part-time and sub-professional assistants should have at least short courses in library methods.

It is recommended that the central library agency assume responsibility for setting up these requirements, for implementing them by a certification plan, and for establishing a classification and pay plan for libraries of different types and sizes, with pro-

vision for tenure and retirement. It is recommended that an advisory committee be appointed to work out standards fitted to the library program of the State and to foster their adoption.

We recommend further that by legal provision the professional and clerical employees, both of the central library agency and of all libraries receiving public funds, be included as members of the Teachers' Retirement System of the State of Maryland.

It is understood that such a certification plan should not affect present library staffs. "It is difficult to see how librarians now engaged in small community libraries can be expected to meet such qualifications as will be adjudged necessary for certification. The salaries of these employees are frequently below a living wage. Study would be extremely difficult for them to finance. Their educational background would in many instances bar them from admission to advanced college standing. Age will prevent others from undertaking a long period of training. It is proper that the certification law should not affect them as long as they retain their present positions."<sup>1)</sup> However, when positions become vacant, new appointees should be required to meet the standards set up.

As has already been pointed out, no matter how large or how small a public library is, its effectiveness is to a great degree dependent on the character of the chief librarian. Since the public library may be expected to assume in the community a positive program of leadership in its own field, the head librarian should have an understanding of people and an awareness of community needs, objectives, and problems. He should possess those qualities which mark

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1) Witmer, E. M. Library Personnel and Training Agencies in Tennessee. p. 36

him as a leader in the educational, cultural, and civic life of the community. He needs intelligence, imagination, and a wide knowledge of books to make library resources vital to individuals and groups. He must be versed in library techniques, methods, and administration. In other words, he must be judged not merely by his book knowledge but also by his power to bring books and people together and his ability to understand and interpret the place of the library. The importance of choosing a competent person cannot be too strongly emphasized. For this reason the Committee recommends that the requirements for chief librarian be specified in the library law of the State, and that certification be required for the chief librarian of every library receiving public funds.

This whole program may seem utopian when we consider the large number of small, independent library units in Maryland, struggling along entirely with volunteer help or with a poorly paid, untrained staff. Yet we have examples in the State of small libraries which have appointed trained librarians whose skilled leadership has served to demonstrate the value of library service to the community. In at least one case the services of an experienced librarian are made possible by sharing the services and costs with another library. One librarian serves two libraries, each open half time. We may also follow the example of consolidated schools and establish larger units of service with a trained staff, with volunteer and sub-professional assistants manning local stations supplied from a central reservoir of books.

Volunteer assistance will still be needed, and probably it is advisable to use it in order to maintain the interest and spread the understanding of the library in the community.

A growing, developing, and alert personnel needs constant refreshment. Large numbers of partially trained assistants create a need for further training. For this reason, the planning of institutes, conferences, reading guidance, and other in-service training methods to provide continuous stimulation and assistance is an important part of the duties of the director of libraries.

## BOOKS AND PERIODICALS

The service that a public library can render depends largely on the adequacy of its book collection. Size is not the only criterion nor indeed the most significant, for the percentage of usable books suitable to the community served is even more important. The book stock should not be one-sided but should reflect all of the well-recognized objectives of a public library.

A reference and circulating book collection sufficient to meet the needs of people of all ages and of varied tastes and interests must necessarily include such a wide range of subjects that not less than 25,000 volumes would be adequate. Libraries in smaller communities, the smallest of which should have a minimum of 6,000 volumes, cannot maintain a broad enough range of books. They need therefore some central reservoir of books either in a county or larger unit from which to meet special needs. Even smaller libraries may have a greater choice of books through cooperative buying. For example, three libraries, each buying a hundred dollars' worth of currently useful books to be exchanged with one of the others, will be able at the end of two or three months to offer at less cost a much wider selection of titles.

As a beginning standard for Maryland it is recommended that no independent public library have less than 10,000 volumes. Later as the system develops, it is to be expected that the standards now recommended by the American Library Association and already exceeded by a considerable number of public libraries in other states will be met in Maryland. These standards are set forth in the following table:



<u>Population of Areas Served</u>	<u>Volumes per Capita</u>
From 6,000 to 10,000 population	3
From 10,000 to 100,000 population	2
More than 100,000 population	1.5

It is recommended also that between 20 and 25 per cent of the total book stock be children's books and that of books for adult readers not less than 55, or better still, 60 per cent, be non-fiction. In the annual additions of new books, which should normally represent about 25 per cent of the total budget, the same proportions of children's books and non-fiction should be observed. Since the tools of book selection are essential to the judicious use of the fund for annual purchases, the library should include, as part of the professional equipment of the staff and for the service of such patrons as may find it useful, the basic general lists which are included in Appendix II, Sections 3 and 4, the bi-monthly Booklist, and current general lists, as well as some book-reviewing journals. An adequate collection of reference books should also be an immediate goal.

A library should be willing to part with books as well as to acquire them. Books that are out-of-date or badly worn and shabby should be resolutely discarded, and the librarian should give attention to the possibility of replacing volumes with poor print by later and more readable editions. Authorities on the small public library regard it as a healthy condition "when a library's annual report reveals a fair correspondence between the number of new books regularly purchased and the number of books regularly discarded."<sup>1)</sup>

An alert librarian will recognize the importance of local history, and whether a native of the region or recently adopted by it,

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1) Mosher and LeFevre, The Small Public Library. p. 84.

will cultivate a knowledge of its past. A local history collection can often be built up by gifts; and the knowledge that it is being compiled will win for the library friends it might not otherwise reach. Moreover, in future years, this part of the library may be of great value to historians and genealogists.

In all that has been said thus far about the book stock the term should be understood to include periodicals both current and bound and such other materials as citizens may reasonably expect to find in their library. Among these may be pamphlets, pictures, manuscripts, phonograph records, films, and the like. Picture files for the use of teachers, students, advertisers, artists, and others furnish a valuable service which volunteers may help to maintain.

The place of periodicals in the book collection should not be underestimated. Persons who can spend only a few minutes in the library building are apt to think that the library fulfils its responsibility when it supplies to borrowers interesting books that they can carry home for entertainment or self-improvement; but there are other readers who can spend leisure hours in the reading room. To them the display of current magazines and the reference collection supply an equally important type of recreational reading and a fresh and vital source of information. Even a small public library of less than 10,000 volumes should have the periodicals indexed in the Abridged Readers' Guide or an equivalent list.

## SPECIAL SERVICES

Services to Schools. It is a generally accepted principle that public libraries and school libraries should exist side by side and should work together in the interests of school children, providing coordinated and complete service without unnecessary duplication of effort. The specialized nature of public library service aimed at the schools and the differences in methods and administration from the usual procedures make it advisable to have a special department in the public library for work with the schools. The unit of library service should be large enough to warrant the employment of an assistant for this department.

In the counties the development of public libraries and the further development of school libraries may be expected to progress simultaneously. Well-organized school libraries should be emphasized in the State educational program, and provision should be made for a working relationship between such libraries and the public libraries.

The board of education is basically responsible for the school library program, which is essential in every school. The working control of school libraries should be held by the schools, but a cooperative program is undoubtedly the joint responsibility of the two agencies. The part that the public library might undertake would be in providing for the schools services of the following general types:

1. Supplementing the book collections of the schools by materials to be circulated among the schools, particularly by supplying recreational reading and providing a variety of pamphlets, pictures, magazines, and so forth, thus making available material serve a wider use.

2. Cooperating with the librarian, teacher, or teacher-librarian in book selection and organization to build up and make effective the book collection of the schools.
3. Cooperating with the schools in stimulating the reading interests of children, in developing reading skills and habits, and in teaching the use of libraries.

In many places relationships between schools and public libraries resulting in such services on the part of public libraries have been handled without a formal plan of cooperation. However, the matter of contractual relations between these two agencies has been recognized as of increasing importance in bringing about coordinated service. A summary shows that the laws of nineteen states specify that school districts may contract with the county library for service; in seventeen states (including some in the preceding figure) they may contract with other public libraries for service. In twenty-four states the financial arrangements for the relationships are specified.<sup>1)</sup> Contractual agreements between the public library unit of service and the educational authority should specify the responsibilities of each, including provisions that set forth:

1. Types of books and reading materials to be supplied by each agency. The schools might supply encyclopedias, dictionaries, texts, and supplementary readers; the public library providing general reference materials, specialized, and recreational books.

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1) Lathron, E. A. and Keesecaker, W. W. "Laws Affecting School Libraries". U. S. Office of Education, Federal Security Agency, Bulletin. 1940, No. 7, 1941.

2. Provision of quarters for school libraries. Schools should be expected to provide library quarters under minimum standards for adequate school libraries.
3. Designation of agency in control of school libraries. How and by whom the school libraries should be administered should be determined by the schools, but agreement may be reached on such details as the appointment of certified school librarians to work with the public library.
4. Financial arrangements. School library funds might be contributed for any part of the program carried by the public library, and specification of the rate of contribution should be made, e.g., \$1.00 per pupil, was recommended by some states for books.
5. Professional duties of school library personnel. The school's personnel would probably be responsible for housing and arranging books, for the charging processes and the records, and for the care of bulletin boards; and they should keep the public library informed of the titles of books desired and of the subjects included in the curriculum.
6. Supervisory services. Advisory supervision by the central public library agency or by the education department should be expected and designated.
7. Reports to be made periodically to the central library agency and to the school authority. Arrangements for review and for periodical reporting should be stipulated, indicating by whom and to what authority reports are to be made.

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Services to Children and to Young People. In view of the fact that in the counties of Maryland there are about 200,000 persons between five and fifteen years of age, the value of creating and maintaining interest in libraries on the part of this large group is easily recognized. In many communities there exists at present a juvenile problem which makes the development of library service to children and young people a matter of immediate significance quite aside from its importance in laying a foundation for an adult library patronage in the future. Consideration and provision for this special service ought to become part of every public library's program.

The most desirable development for the improvement of library work with children would be toward the establishment of a separate children's department in each county library or unit of service, with librarians trained for this special work. The children's department should have a live collection of books, attractive quarters, and appropriate furniture. Book selection, the guided use of books and periodicals for the general reading of children, the reference use of books (often in connection with the work of the schools), story telling, instruction in the use of the library, and direct relations with school libraries, may be carried on most effectively if there is a separate department with a special library assistant in charge. Detailed plans of organization of children's departments will vary for different library systems, but the aims regarding the phases of services outlined will probably be identical for all.

As has been pointed out by the Children's Bureau and by other groups working on the problem of juvenile delinquency, all community services concerned with the welfare of children and young people must

work together in a coordinated program based upon the needs of all the community's children. At the time of a somewhat alarming increase in juvenile delinquency in many areas, the public library should be recognized as an important community agency. It can offer guidance in the use of well-selected books which have a constructive role to play in the lives of all children and young people. It can provide for the reading of books as one means to satisfy some of their natural desires for entertainment. The library can also help meet the need to provide centers open for recreational and other purposes under competent direction after school hours and during holiday and vacation periods.

For the more than 80,000 young people between the ages of fifteen and twenty years in the counties of the State, book selection and the services of a readers' adviser should have particular attention in the library's program, so that the immediate needs of the members of such a group will be met and their transition to adult use of the library furthered by whatever help may be necessary. The extension of a program of service to children and young people would naturally be expected to cover all of a given area through branches, stations, or bookmobiles as well as through relations with the schools.

Services to Adult Groups. Effective library service to the individual adult requires (a) a collection of reading materials wisely selected to fit local needs; (b) a staff skilled in the use of such materials and in methods of encouraging reading; (c) library quarters attractive to readers. Effective service to groups of adults requires: (a) space for group meetings and (b) a staff large enough and competent enough to enable the library to take an integral part in all possible community activities.

The average library has, naturally, a liberal supply of fiction, biography, and travel, with a sprinkling of the classics. It is recommended that, with a view to broadening the base of selection, the librarian analyze the bookstock in its relation to the community. The staff will take note, for example, of the hobbies popular in the vicinity, whether whittling, model-building, hunting, or knitting, and will secure books and pamphlets on such subjects. It will make a list of local organized groups and will anticipate their need for books. This will mean buying child-study materials for the use of the Parent-Teacher Association, public affairs pamphlets for civic groups, and works on interior-decorating, gardening and flower arrangement for clubs of homemakers.

The great number of workers in business and industry form an increasingly important section of the population whose needs should be recognized. The librarian should keep up to date on new industrial trends in the community. Texts and shop manuals for skilled and unskilled workers in local trades should be readily available, along with pamphlets on the manufacture and description of products. Much of this material may be obtained free, such as trade catalogues describing apparatus, machinery and equipment. The best manuals on automobile and airplane engine repairs will be furnished without cost by the manufacturers. Much of the technical material appears not in books, but in trade magazines. These deserve a place on the shelves besides Harpers and News Week. Budget limitations may be met by gift subscriptions from the industry. Similarly, the rural library should supply agricultural journals.



We are living in a pamphlet age. The abundance of pamphlets is a boon to the librarian, for excellent condensed information on many subjects may be had in this form free or at a small cost. Easily and quickly read, pamphlets appeal to the busy adult. Every library should have a selection of such series as the Public Affairs Pamphlets, Institute of Pacific Relations, and Headline Books, and should foster their use to increase civic and social intelligence.

The modern library is expected also to maintain a collection of music scores and recordings. Local music clubs sometimes donate the collection and take charge of it as a joint project with the library in furthering music appreciation in the community. The bequest of private music collections may follow if it is known that the library desires them.

As adult groups become more and more accustomed to the use of films, film libraries need to be developed in vocational and educational subjects. Microfilms of rare texts and old newspapers need not be restricted to large libraries.

Adult reading requires constant stimulation. Therefore attractive displays of books and pamphlets, short lists on timely and special topics, newspaper notices and individual guidance to readers should be a part of the daily activities of the librarian in bringing books and reader together.

Since Americans are by nature gregarious, many individuals are most easily reached in the groups to which they belong. It is recommended that the library provide meeting space for local organizations and encourage its use for meetings on educational, cultural, and

civic topics, thus making itself a recognized center for such activities in the community. It should also be a source of information about similar activities carried on elsewhere in the town.

The library may often best reach adults by going out to them. Every opportunity should be taken for contacts with all types of community groups through book talks, film and exhibit service, and study materials loaned for group use. A carefully planned program for maintaining effective community relations with public and private agencies is a recognized part of the librarian's job. With a competent and adequate staff and with suitable quarters the library can itself assume leadership in stimulating interest, thought, and study on current problems, such as conducting book review programs, discussion groups, and film forums. It may thus carry on into the adult years the education which the public schools have begun.

### A SUMMARY OF THE RECOMMENDATIONS

Briefly stated, what the Committee proposes for Maryland is the following:

1. A system of free public libraries throughout the State, organized by counties.
2. For the promotion and guidance of these libraries a State library agency under the State Board of Education, headed by a qualified director who shall be assisted by an adequate staff, including at least three field workers.
3. For the maintenance of the county libraries and their branches, both local taxation and state funds, that is, (a) local taxes raised by levying not less than .03 per \$100 assessed valuation and (b) State aid in the form of general aid and an equalization fund sufficient to bring the budget of each county library up to a minimum of \$9,000 and .50 per capita whenever local taxes are inadequate. There should be cooperation between the State system and all existing public libraries whether they are supported by endowments or by public funds.
4. For the local control of libraries organized in the future an unpaid governing board in each county, appointed by the Governor of the State, preferably a board of seven members, serving seven years, their terms of office so ordered that one new appointment is made each year.

5. For the administration of each county library a carefully chosen chief librarian, trained in an accredited library school, with trained professional assistants, all appointed solely on merit under a certification plan with permanent positions covered by a sound retirement system. It would be understood that capable library attendants already employed shall be exempt from the requirements for technical training.
6. For each county library an annual income of not less than \$9,000 to begin with, realizing that a long-range program will eventually call for \$15,000 or more a year.
7. For each independent library a book stock of at least 10,000 volumes together with periodicals which should be chosen to fit the varied interests and needs of the whole community.
8. Such legislation by the General Assembly of Maryland as will clarify and extend the existing library law and so give effect to these recommendations that in all parts of the State every citizen who desires to do so may with the help of central libraries, branches, stations, or bookmobiles continue for himself the education with the State provides in its public schools.

APPENDICES

## APPENDIX I

The following is a list of the free public libraries of the State surveyed by the Committee:

### Allegany County

- 1 Barton-School Community Library
- 2 Cumberland Free Public Library
- 3 Westernport Library (Westernport and Luke)

### Anne Arundel County

- 4 \*Annapolis, Public Library of Annapolis and Anne Arundel County, Inc.
- 5 Glen Burnie, Kuethe Public Library

### Baltimore City

- 6 Enoch Pratt Free Library

### Baltimore County

- 7 Catonsville Public Library Association, Inc.
- 8 Dundalk Public Library
- 9 Sparrows Point Public Library
- 10 Towson, Baltimore County Free Library

### Calvert County

- 11 Prince Frederick, Calvert County Public Library
- 12 Solomon's Public Library

### Caroline County

- 13 Federalsburg, Women's Club of Federalsburg Library

### Cecil County

- 14 Elkton, Cecil County Library

### Charles County

- 15 La Plata, Charles County Public Library

### Dorchester County

- 16 Cambridge Free Public Library (Negro)
- 17 Cambridge, Dorchester County Public Library
- 18 Hurlock Free Library
- 19 Vienna Public Library

### Frederick County

- 20 Frederick, C. Burr Artz Library
- 21 Middletown Free Public Library

### Garrett County

- 22 Oakland, Garrett County Free Public Library

### Harford County

- 23 Bel Air, Harford County Public Library

### Howard County

- 24 Ellicott City, Howard County Public Library

### Kent County

- 25 Chestertown Public Library

### Montgomery County

- 26 Bethesda Public Library
- 27 Gaithersburg Free Public Library (Gaithersburg and Washington Grove)
- 28 Silver Spring Public Library
- 29 Takoma Park Library

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\* Libraries that conform to the definition of a county library accepted by the Committee, see page 18.

Prince George's County

- 30 Greenbelt Public Library
- 31 Hyattsville Public Library
- 32 Laurel Free Public Library

Queen Anne's County

- 33 Centreville Free Public Library, Inc.
- Centreville, Phyllis Wheatley Public Library (Negro)

Somerset County

- 35 Crisfield, Lilyan Stratton Corbin Memorial Library
- 36 Princess Anne Public Library, Inc.

Talbot County

- 37 \*Easton, Talbot County Free Library

Washington County

- \*Hagerstown, Washington County Free Library

Wicomico County

- \*Salisbury, Wicomico County Free Library

Worcester County

- 38 Berlin Public Library

Subscription libraries surveyed:

Caroline County

- Denton Community Club Library
- Ridgely Community Library

Carroll County

- Taneytown Public Library
- Westminster Public Library

Cecil County

- Cecilton Community Library, Inc.

Frederick County

- Emmitsburg Public Library

Harford County

- Aberdeen Town Library
- Havre de Grace Public Library

Montgomery County

- Kensington, Noyes Library
- Rockville Public Library

Queen Anne's County

- Sudlerville, The Emma Chance Library

Worcester County

- Pocomoke Public Library
- Snow Hill Public Library

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\* Libraries that conform to the definition of a county library accepted by the Committee, see page 18.

APPENDIX II

CHECKLIST OF REFERENCE BOOKS FOR THE SMALL LIBRARY

Prepared by Miss Mary N. Barton,  
Head of General Reference Dept.  
Enoch Pratt Free Library

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SECTION I

Reference Books of First Importance

Bartholomew, John George. Citizen's atlas of the world. 6th ed.  
Bartholomew, 1929. 63s. (Sold by Nelson, Toronto, \$22.50,  
and by International Map Co., N. Y., \$22.50)

OR

Rand, McNally & Company. World atlas. Premier ed. Rand, 1939  
or later. \$4.50.

Encyclopaedia Britannica. 14th ed. Encyclopaedia Britannica, Inc.,  
1929 or later. \$185.

OR

Encyclopedia Americana. Americana Corp., 1939 or later. 30 vol.  
\$180.

Maryland Manual. Published annually. Distributed by the Secretary  
of State of Maryland. Gratis.

Readers' guide to periodical literature. Wilson. Service basis.

OR

Abridged readers' guide. Wilson. Service basis.  
This will suffice for many small libraries, certainly  
if their periodical list is composed of 25 or fewer  
titles.

Stevenson, Burton Egbert, ed. Home book of quotations, classical  
and modern. 3rd ed. rev. and enl. Dodd, 1937. \$12.50.

OR

Bartlett, John, comp. Familiar quotations. 11th ed. rev. and enl.  
Christopher Morley, ed., Louella D. Everett, assoc. ed. Little,  
1937. \$5.00.

OR

Hoyt, Jehiel Keeler. Hoyt's new cyclopedia of practical quotations ...  
Completely rev. and greatly enl. by K. L. Roberts. Funk, 1922.  
\$7.50.

U. S. Office of Government Reports. United States government manual.  
Government Printing Office. (Frequently revised) \$1.00.



Webster's new international dictionary of the English language.  
2d ed., unabridged. Merriam, 1934 or later. \$20.

OR

Funk & Wagnalls new standard dictionary of the English language.  
Funk, 1913 or later. \$18. Recent printings contain some  
revision.

World almanac and book of facts. New York World-Telegram. Annual.  
\$1.00.

World book encyclopedia. Quarrie, 1939 or later. 19 vol. \$82.

OR

Compton's pictured encyclopedia. Compton, 1939 or later. 15 vol.  
\$69.90.

The local city directory (current edition) if one exists.

## SECTION II

### Additional Reference Books of Special Usefulness

#### Part I - First Choice

Andrews, Ethan Allen. Harper's Latin dictionary . . . American  
Book Co., 1892. \$10.

Baker, Ernest Albert and Packman, James. Guide to the best fiction;  
English and American including translations from foreign languages.  
New and encl. ed. Macmillan, 1932. \$10.50.

Book review digest. Wilson. Service basis.

Breul, Karl Hermann. Heath's new German and English dictionary . . .  
Rev. and enl. by J. H. Lepper and Rudolf Kottenhan. Heath, 1939.  
2 vol. in 1. \$2.25.  
Same as Cassell's new German-English dictionary. Funk. \$3.75.

The Cambridge history of American literature; ed. by W. P. Trent and  
others. Macmillan, 1933. 3 vol. \$5.00 set.

Chevalley, Abel and Chevalley, Marguerite, comps. Concise Oxford  
French dictionary. Oxford, 1940. \$3.75 (school edition, \$3.00)

Douglas, George William, American book of days. Wilson, 1937.  
\$3.75.

Gardner, Helen. Art through the ages. Rev. ed. Harcourt, 1936.  
\$4.00.

OR  
Reinach, Salomon. Appollo; an illustrated manual of the history of  
art throughout the ages. Completely rev. Scribner, 1935. \$2.00.

Gayley, Charles Mills, ed. Classic myths in English literature and  
in art ... New ed. rev. and enl. Ginn, 1893. \$2.08.

OR  
Bulfinch, Thomas. Bulfinch's mythology ... Rev. and enl. Grosset,  
1913. \$1.00.

Granger, Edith, ed. An index to poetry and recitations. 3d ed.  
completely rev. and enl. Ed. by H. H. Bessey. McClurg, 1940. \$16.

Hart, James D. Oxford companion to American literature. Oxford,  
1941. \$5.00.

Harvey, Sir Paul, ed. Oxford companion to classical literature.  
Oxford, 1937. \$3.00.

Harvey, Sir Paul, ed. Oxford companion to English literature. 2d ed.  
Oxford, 1937. \$5.00.

Hiscox, Gardner Dexter, ed. Henley's twentieth century book of  
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Strong, James. Exhaustive concordance of the Bible ... Methodist  
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OR

Cruden, Alexander. Complete concordance to the Old and New  
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Victor book of the opera; stories of the operas, with illus. and des-  
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Garden dictionary, an encyclopedia of practical horticulture ... ed. by  
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Free, Montague. Gardening, a complete guide ... Harcourt, 1937.  
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Gerwig, Henrietta, ed. Crowell's handbook for readers and writers; a  
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and poetry, together with dates and principal works of important  
authors, literary and journalistic terms, and familiar allusions.  
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OR

Brewer, Ebenezer C. Reader's handbook of famous names in fiction,  
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Jameson, John F. Dictionary of United States history. Rev. ed.  
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Sobel, Bernard, ed. Theatre handbook and digest of plays. Crown, 1940. \$3.00.

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### SECTION III

#### Indispensable Tools for the Librarian

Booklist; a guide to new books. A.L.A. Semi-monthly. \$3.00 per yr.

Buying list of books for small libraries, comp. by Marion Horton. 6th ed. A.L.A., 1940. \$1.75.

Ireland, Mrs. Norma (Olin)      The pamphlet file in school, college and public libraries.      Faxon, 1937.      \$1.50.

Ireland, Mrs. Norma (Olin)      The picture file in school, college and public libraries.      Faxon, 1935.      \$1.25.

United States.      Superintendent of Documents.      Price list of government publications.      Gratis.

United States.      Superintendent of Documents.      Weekly list of selected government publications.      Gratis.

Children's catalog; a dictionary catalog of 4000 books.      Comp. by Siri Andrews. 5th ed. rev.      Wilson, 1936.      With annual supplements.      Service basis.

Standard catalog for high school libraries.      3d ed. rev.      Wilson, 1937.      Service basis.

#### SECTION IV

##### Additional Tools Recommended for the Librarian

Cumulative book index.      Wilson.      Service basis.

Graham, Bessie.      Bookman's manual.      5th ed., rev. and enl.      Bowker, 1941.      \$5.00.

Jaines, Helen Elizabeth.      Living with books.      Columbia, 1935.      \$4.00.

Mudge, Isadore G.      Guide to reference books.      6th ed.      A.L.A., 1936.      \$4.25.

The two supplements should also be purchased:

Reference books of 1935-37.      A.L.A., 1939.      \$ .90.

Reference books of 1938-40.      A.L.A., 1941.      \$1.25.

Publishers' weekly.      Bowker.      \$5.00 per year.

Standard catalog for public libraries, 1940 ed.      An annotated list of 12,000 titles.      Wilson, 1940.      Service basis.

OR

A.L.A. Catalog, 1926.      A.L.A., 1926.      \$3.00

A.L.A. Catalog, 1926-31.      A.L.A., 1933.      \$4.50

A.L.A. Catalog, 1932-36.      A.L.A., 1938.      \$5.00

Subscription books bulletin.      A.L.A.      Quarterly.      \$2.00 per year

United States.      Superintendent of Documents.      United States government publications; monthly catalog.      \$1.50 per year.

Walter, Frank Keller.      Periodicals for small and medium-sized libraries.      7th ed. enl. and rewritten.      A.L.A., 1939.      \$ .75.

### APPENDIX III

#### Bibliography

Works listed below have been particularly valuable to the Committee in the preparation of its report.

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Barker, Tommie Dora. Libraries of the South. Chicago, A. L. A., 1936.

Fair, Ethel M., ed. Countrywide Library Service. Chicago, A. L. A., 1934.

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Sandoe, Mildred W. County Library Primer. New York, H. W. Wilson Co., 1942.

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